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(28 - 30 May 1990)

REPORT OF THE EXECUTIVE COMMITTEE TEMPORARY WORKING GROUP TO THE EXTRAORDINARY SESSION OF THE EXECUTIVE COMMITTEE OF THE HIGH COMMISSIONER'S PROGRAMME

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I. INTRODUCTION

A. Mandate

1. The fortieth session of the Executive Committee of the High Commissioner's Programme was held in Geneva from 5 to 13 October 1989 at a time when the Office of the High Commissioner faced a severe funding shortfall. Although the world's refugee population had grown steadily in previous years UNHCR had received sufficient cash contributions to cover the costs of implementing its General Programmes. However, during 1989 it had become obvious that the level of anticipated income for that programme year would be insufficient to cover the General Programmes requirement of $428.8 million approved by the thirty-eighth session of the Executive Committee (paragraph 30 (e) Document A/AC.96/721). After considering the stringent measures taken by the High Commissioner to reduce the implementation of programmes but recognizing the need for him to have sufficient flexibility to respond rapidly to unforeseen refugee emergencies, the Executive Committee agreed on a range of measures designed to bridge the gap remaining between expected income and anticipated levels of expenditure which were well below the level of previously approved targets. A full account of these will be found in the Report of the fortieth session of the Executive Committee for the Programme of the United Nations High Commissioner for Refugees (Document A/AC.96/737). Paragraph 30 (i) of this report represents an attempt by the Executive Committee to prevent a reoccurence of this funding problem. It reads as follows:

> (the Executive Committee) "decides to establish immediately a Temporary Working Group composed of Representatives of the Executive Committee Member States and UNHCR to review thoroughly the content of UNHCR's General Programmes and other assistance activities with a view to examining the issues relevant to the effective use of funds and administration of programmes and projects. In this connection, particular attention will be given by the Working Group to administrative and budgetary reforms and the division of responsibilities between UNHCR and other institutions and agencies. The Working Group will report to informal meetings of the Executive Committee in January and April and again to the extraordinary session of the Executive Committee" (28-30 May 1990).

B. Organization of Work

2. The Temporary Working Group held its first session on 2 November 1989 under the chairmanship of His Excellency Ambassador Dr. Fredo Dannenbring of the Federal Republic of Germany (Chairman of the fortieth session of the Executive Committee). During this meeting it was decided to establish four Task Forces comprising interested representatives of states, inter-governmental organizations and UNHCR at the expert level to examine various aspects of UNHCR's activities. The Task Forces were given the following mandates:

2.1 Task Force I: Budgetary Process and funding Mechanisms
To review UNHCR's budgetary process and funding mechanisms with particular attention to their transparency, structure and balance. Possibilities for further fund raising particularly from non-traditional donors and the private sector were to be considered. Meetings were co-chaired by representatives of the Federal Republic of Germany and Zaïre.

2.2 Task Force II: Administration
To review support costs and other administrative expenditure with particular reference to staffing levels at UNHCR headquarters, regional offices and at the project level. To consider capital investment, for example cost benefit evaluation, problems of acquisition, and the best and effective use of available funds. Representatives of Canada and the Republic of Ghana co-chaired the meetings.

2.3 Task Force III: Programmes
To review the scope of assistance measures provided under UNHCR's General Programmes including priority setting by UNHCR in case of inadequate resources while taking into account regional particularities. To propose criteria to be applied in order to find a balance between needs and available funds. Representatives of the Republic of Sudan and Sweden were nominated as co-chairmen.

2.4 Task Force IV: Cooperation with other organizations
To review UNHCR's relationships with implementing partners (governments, UN-bodies, i.e. UNDP, UNESCO, and non-governmental organizations (NGOs)), in order to examine the scope for the further division of responsibilities in the provision of refugee assistance. This Task Force was jointly chaired by representatives of the Islamic Republic of Iran and France. Among the meetings of the Task Force were sessions with representatives of some 17 NGOs (11 January 1990) and with representatives of the International Bank for Reconstruction and Development (World Bank), International Labour Office (ILO), International Organization for Migration (IOM), United Nations Development Programme (UNDP), United Nations Education, Scientific and Cultural Organization (UNESCO), World Food Programme (WFP), World Health Organization (WHO) on 18 January 1990 and the United Nations Children's Fund (UNICEF) on 26 February 1990.

3. As foreseen, the co-chairmen of the four Task Forces made oral presentations on the progress of their work to meetings of the Temporary Working Group attended by Permanent Representatives on 30 November and 18 December 1989. A summary of the deliberations of the Temporary Working Group and its Task Forces up to 19 January 1990 was contained in the Interim Report of the Temporary Working Group dated 22 January 1990 which was presented to the Executive Committee meeting in informal session on 26 January 1990. On that occasion it was decided that Task Forces had achieved their objectives and that their work should be concluded. Thereafter matters remaining for discussion and/or conclusion were considered by the Temporary Working Group meeting at Permanent Representative or expert level as appropriate.

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II. SUMMARY OF ISSUES CONSIDERED

A. Programmes

4. The discussions on programmes were dominated by the fact that 1990 income projections could not meet the initially proposed and noted 1990 General Programmes budget of $414.4 million. Furthermore, the $38 million shortfall from 1989 had to be covered from 1990 income and absorbed by 31 December 1990. The following areas were covered in detail: the process of identification and formulation of needs; project approval procedures; implementation arrangements; monitoring, follow-up, evaluations and audits; General (Annual) Programmes and their relation with Special Programmes. Time was also devoted to the issue of programming constraints and possibilities, and to the question of programme components of the UNHCR Annual Programmes in relation to basic needs (General Programmes = Annual Programme + Emergency Fund).

5. Each of the regions where UNHCR was operating, was then reviewed paying particular attention to the same issues mentioned above and covered in the initial briefing stage. This was followed by a detailed study of particular country programmes so as to draw lessons, recommendations and options that may have a general or regional validity.

6. As a result of its examinations, the Temporary Working Group was able to confirm that the beneficiaries of, as well as, the types of assistance and sectorial activities undertaken by UNHCR, currently fell within the responsibilities assigned to UNHCR by the international community. The range of measures to be covered by UNHCR or other agencies depends on the needs of a given group of refugees, which are established through an on-going process of needs assessment.

7. It was noted, however, that given the nature of its competence, UNHCR has been requested to undertake an ever-increasing number of tasks, without any assurance that funding or staff resources will be made available or provided in a timely manner to carry them out.

8. In the face of financial difficulties, UNHCR had had to review its programmes repeatedly and even more stringently. Successive reductions in an initially projected programme budget were not conducive to an efficient programme delivery. These successive reductions had presented UNHCR, refugees, host and donor countries with a number of problems. Hence it was felt that a number of short and long term measures needed to be addressed and endorsed to avoid this in future.

9. It was noted that in most cases, but especially in Africa, refugee caseloads were increasing, but the resources available to the UNHCR for protection, care and maintenance, community services and durable solutions were limited. As a consequence, increasingly needs could not be met. Ways and means of widening the resource base needed to be considered.

10. Failure to meet the needs of the refugees within the normal budget cycle would not only compound the human tragedy, but would also lead to dislocation of programmes already underway and to long-term detrimental effects. The budgetary limits set for the first six months of 1990 were already having adverse effects on planned programmes.

11. Although the needs for care and maintenance of refugees seemed to be on the increase, the prevailing international and regional political environment in several situations was also favourable to durable solutions, particularly voluntary repatriation and local integration. The Temporary Working Group wished to underline that continuing resource shortages for UNHCR could jeopardize these opportunities.

12. It was agreed that rationalizations of operational structures and implementation modalities, as well as the streamlining of administration and staff levels, were necessary steps required to improve and attain a more cost effective programme delivery particularly under budgetary constraints. The Temporary Working Group recalled that evaluation was a valuable tool for improving field operations and noted that the rationalisation measures proposed in this report require an active use of evaluations.

13. The very presence of refugees in host countries all over the world, especially taking into consideration the very large number of refugees in several cases, involved significant, even critical, economic socio-cultural, as well as political, burdens on these societies. In light of prevailing budgetary constraints, countries of first asylum, particularly in the developing world, which were already facing grave difficulties in coping with the existing burdens, were bound to face more hardships.

14. Although the discussion primarily concentrated on the UNHCR General Programme activities, it was noted that the increasing number of tasks and operations undertaken by UNHCR has resulted in an increasing share of its global operations being included under Special Programmes. Food aid also contributed to UNHCR accounted for a quarter of the total value of Special Programmes. As a result, Special Programmes accounted for approximately 40 per cent of UNHCR's total operations.

15. While not questioning the content of Special Programmes as such, the Temporary Working Group found that this trend had some detrimental effects on General Programmes resources. For example:

- underfinancing of overall UNHCR support costs by Special Programmes;

- as Special Programmes increased, they drew dis-proportionately on the authorized staff resources available for the ongoing General Programmes;

- the increasing financial resources devoted to Special Programmes often came from the same allocation of the donor countries as that used for General Programmes.

16. It was recalled that the WFP provided basic food for most refugee programmes while the in-country transportation costs, in most instances, were budgetted by UNHCR. In some instances, donor or host countries have provided funds (50 to 100 per cent) to WFP for the cost of internal transportation, storage and handling (ITSH) to the final destination. In these cases, UNHCR was encouraged to seek reimbursement from WFP. Transportation represented 16 per cent of the General Programme budget, most of it is related to food transport.

17. It was felt that there should be a renewed emphasis on the search for durable solutions in terms of UNHCR policy and programming priorities. Once conditions for achieving durable solutions became favourable, it was necessary to make specific arrangements within UNHCR to ensure that durable solutions were addressed early and pursued effectively. Within the limits of its competence, UNHCR should explore, with countries of origin, at the earliest possible opportunity, measures that could help promote a durable solution. In this respect, the early establishment of tri-partite repatriation commissions where appropriate should be encouraged.

18. The Temporary Working Group recognized that a short as well as long term resolution of the difficulties facing UNHCR, required concerted action from the various parties involved; countries of origin, host countries, donors, UNHCR and its Executive Committee and the refugees themselves. It was emphasized that UN and other agencies must be involved in a closer partnership with UNHCR.

B. Administration

19. The subjects examined were support costs (particularly with a view to improving transparency in presentation), travel costs, procurement procedures, staffing structure and levels, headquarters staffing and organization, core/temporary staff, use of consultants, contract employment, administrative expenditure under project budgets, public information activities and the opening and closing of UNHCR offices.

20. The subject of procurement was dealt with thoroughly and the general reaction was that UNHCR's procurement procedures appeared to be fair and effective. Wide appreciation was expressed for the manner in which this sensitive task was being carried out. There did not appear to be room for major improvements in this area of activity.

21. It was noted that personnel costs represent a significant and growing proportion of UNHCR's overall support costs. Project Personnel Expenditure (PPE) costs from 1986 to 1989 had risen by 126 per cent while Programme Support and Administration (PSA) had risen only by 20 per cent in the same period. Furthermore, the deadline set by the agreement reached between the High Commissioner and the Executive Committee in October 1987 to return to the 1 January 1986 staffing level by 31 March 1990 had had to be extended to 31 December 1990.

22. It was recognized that the UNHCR headquarters organizational structure would be determined by the High Commissioner. For this reason no recommendation was made as to whether a structure along geographic or functional lines would be more effective. However, it was considered of relevance to the objective of the Temporary Working Group to make a number of points which had a bearing on effective management and use of resources.

23. It was recognized that UNHCR was required to respond rapidly to new refugee situations as they occur around the world. In order to carry out operations, UNHCR believed it was necessary to establish new offices, and particularly sub-offices, on an urgent basis. Between June of 1986 and December 1989, UNHCR opened 53 offices, of which 16 were new country-level offices. However, over this same period of time, only 15 offices were closed. Over the past ten years, only two full UNHCR missions have been closed, one of which was reopened subsequently and consideration may be given to reopening the other in 1990 should a repatriation programme start. Discussion in the Temporary Working Group focused particularly on the possible benefits of close communications links and geographic proximity of offices in Europe.

24. It was recalled that the General Programmes and Regular Budget Travel Expenditures of UNHCR doubled over the three year period between 1985 and 1988. Special Programmes travel almost tripled over the same period. The following tables show the rapid progression in travel costs over the past few years (actual expenditure in US dollars):

	GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL
84	3.5 million	0.33 million	3.8 million
85	2.6 million	0.50 million	3.2 million
86	3.0 million	0.65 million	3.7 million
87	4.3 million	0.62 million	5.0 million
88	5.2 million	1.4 million	6.7 million
89	4.7 million	2.1 million	6.8 million

The Temporary Working Group noted that controls had been put in place in August of 1989. These new, interim, procedures required justification of all travel and authorization by the Deputy High Commissioner. An embargo had been placed on all pre-assignment missions.

25. The Temporary Working Group heard a comprehensive presentation on the activities of the Public Information Service at headquarters, whose aim is to create international awareness and understanding of the plight of refugees, their protection problems, and to promote the aims and activities of UNHCR. It was noted that UNHCR's public information budget for 1990 activities was $3.54 million, including $1.6 million on the various language versions of Refugees Magazine and an increase of almost 300 per cent (from $48,000 to $120,000) for public relations activities. It was considered by some delegations that some of these funds might be more effectively spent in direct programme delivery in the current financial crisis. The need to evaluate fully the impact and cost-effectiveness of these activities was recognized, as was the need to define more precisely their relationship to Fund Raising activities.

C. Budgetary Process and Funding Mechanisms

26. Having followed closely the development of UNHCR's current financial situation and available information on future funding, the Temporary Working Group confirmed the need to observe austerity measures through 1990.

27. It confirmed that UNHCR, in preparing the programme budgets, should base itself on a realistic assessment of the needs for refugees, with priority being given to the most vulnerable groups. Members expressed differing views as to the degree to which availability of resources should be taken into account in the formulation of the programme budgets (needs-driven versus income-driven). There was unanimity, however, that UNHCR should, assess and demonstrate the total cost of meeting all refugees' needs, as necessary to discharge its responsibilities under its mandate. With regard to the costing of individual programme elements, the point was made that the validity of cost estimates prepared by UNHCR and its operational partners is the responsibility of UNHCR.

28. As far as the implementation of General Programmes was concerned, there were suggestions that UNHCR should incur obligations only by following an agreed order of priorities. In the present circumstances the need to establish priorities within General Programmes was recognized. Representatives of UNHCR emphasized the priority of General Programmes as a whole and those of Special Programmes directly related to mandated activities.

29. The need for more consultation between Executive Committee Member States, observers and UNHCR on the preparation and presentation of annual budgets was identified. Consideration was given to the possibility of charging the Sub-Committee on Administrative and Financial Matters with the job of examining programmes and budgets well before these are presented at the ordinary annual session of the Executive Committee for approval.

30. There were several views expressed with regard to UNHCR's current annual programme cycle and questions raised as to what extent multi-year budgeting would better address certain operational requirements and funding possibilities.

31. In light of the detrimental impact of budget constraints on the well-being of refugees resulting from insufficient programme funding as detailed in General Assembly resolution 44/137, the Temporary Working Group expressed concern over the increasing difficulties facing asylum countries.

32. Given the continued shortfall in funds in relation to requirements, it was agreed that UNHCR needed to broaden its donor base. However, fundraising activities aimed at non-traditional sources were expected to produce income only in the longer run. It was noted that private sector fund-raising would require professional expertise and initial investment without immediate return. The responsibility for indicating the resources required for this purpose remained with UNHCR.

33. Recognizing the difficulties posed by differing fiscal years, the Temporary Working Group still wished to emphasize the fact that funding possibilities and programme delivery for the coming programme year would be facilitated by the early declaration by donors of the total support to be made available.

D. Cooperation with other Organizations

34. The Temporary Working Group, in its deliberations, was aware of the increasing protection and care and maintenance tasks confronting UNHCR, and of the importance of the implementation of durable solutions and of the need to alleviate the social and economic burden bearing on first asylum countries, and reiterated the absolute need of reaching a new and more equitable share of responsibilities between UNHCR and relevant organizations, especially those of the United Nations system, for the implementation of integrated programmes benefitting refugees and refugee affected areas in first asylum countries.

35. The deliberations on this subject were primarily action-oriented with the dominant concern being that the needs of refugees be met; in this context, discussion focused on the "how" of meeting these needs and the possible contribution of other agencies, within the field of their competences, and the contributions of implementing partners, in addressing these needs in cooperative endeavours with UNHCR. It was felt that the envisaged cooperation would only be forthcoming through a sustained process, especially one that had the support of all parties, especially of Member States on the Governing Bodies of concerned agencies. Among the difficulties that would have to be overcome so as to promote the envisaged cooperation, are the following: their unwillingness to consider refugees eligible beneficiaries; the lack of funds for refugee-related activities; the absence of operational structures that would permit rapid response time; and, differences in methodologies (e.g. the long planning cycle for developmental activities compared to activities that require a more short-term response). Recent examples of the envisaged co-operation were: Namibia, Afghanistan and International Conference on Central American Refugees (CIREFCA).

36. The deliberations of the Temporary Working Group recognized that while UNHCR has the obligation to ensure that refugees receive protection and assistance, while seeking a solution to their problems, this did not mean that UNHCR alone is necessarily responsible for the actual delivery and funding of all elements of that assistance.

37. To assist States to discharge their responsibilities vis-à-vis refugees, governments, agencies of the United Nations system and other international organizations have been invited in the General Assembly Resolution 44/137 and Executive Committee Decisions to develop policies and initiatives that address the needs of refugees, as well as the needs of people in the areas hosting refugees. This invitation in no way relieved UNHCR of the primary responsibility for seeking to ensure (as distinct from delivering)

adequate programmes for refugees; rather, it puts a responsibility on the international community, especially on UNHCR, to guarantee that these needs are addressed in a more prompt, cost-effective, technically enhanced and coordinated manner. The different levels of responsibility of UNHCR towards refugees must be taken into account, be they protection or assistance tasks, as stated in the mandate, or projects under the competence of development agencies for which it plays a catalytic role.

38. A recurring theme in the discussions was that in the interest of refugees/returnees and governments receiving them, the desired greater cooperation between UNHCR and other agencies, whatever the form envisaged, must be of a defined and agreed nature, and hence predictable, and be characterized by a high level of operational capability (that recognized the potential of NGOs) and which was especially field oriented.

III. RECOMMENDATIONS FOR DECISIONS AND CONCLUSIONS

A. Programmes

39. The Temporary Working Group,

1. General

(a) Emphasized that the assessed needs of refugees should be met by the whole international community on the basis of humanitarian and fair burden sharing, and that every effort should be made to mobilize sufficient funds;

(b) Recommended that the present types of assistance and sectorial divisions, i.e. the range of measures to be covered by UNHCR or other agencies, be endorsed. It being understood that this is without prejudice to the fact that this range will depend on the circumstances and the needs of a particular group, and whether UNHCR or other implementing agencies have to finance them. Nevertheless, UNHCR should review these activities and make changes where these would lead to improved and more cost-effective programme delivery, with particular emphasis on implications in terms of staffing and funding;

(c) Recalling that UNHCR has the mandate from the international community of providing protection, assistance and seeking durable solutions for refugees, recommended that in allocating resources UNHCR should give priority to the genuine needs of refugees. Furthermore, under the current financial constraints, UNHCR should ensure that the main elements of the refugee programmes, above all the overriding priority of providing dignified life-saving and life-sustaining activities are met while it seeks the implementation of durable solutions. It was also recommended that in presenting needs, these priorities be evident in its budgets and distributions of projected income.

2. Countries of Origin

(d) Urged UNHCR, within the limits of its competence, to:

- explore with countries of origin at the earliest possible opportunity, measures that could help promote a durable solution;

- encourage in this respect, the early establishment of tripartite repatriation commissions, where appropriate;

(e) Invited UNHCR to bring to the attention of the international community that encouragement and assistance should be given to countries of origin, through multilateral and bilateral means, to prepare and implement programmes, especially those of a developmental nature, that could address problems/causes contributing to an outflow of asylum seekers, as well as programmes that might encourage voluntary repatriation and reintegration. To this purpose, consideration should be given to the deliberations of the forthcoming Working Group to Examine Protection and Solutions in a coherent and Comprehensive Manner (Durable Solutions) which is to be established according to the decision (Document A/AC.96/737 paragraph 23 (c)) of the 40th EXCOM;

(f) Called for international and regional initiatives on the part of all concerned states, as well as organizations, to increase their efforts to seek solutions to the root causes of refugee movements, particularly in regions with large flows of refugees. Such initiatives or organizations need to play an active role in the search for political solutions that can stem outflows and facilitate voluntary repatriation;

3. Countries of Asylum

(g) While expressing concern over the increasing difficulties encountered by asylum countries, recommended that these countries should not be made to bear additional burdens as a result of the measures envisaged in this report;

(h) Recalling the financial difficulties facing UNHCR, encouraged UN Agencies, international and non-governmental organizations to participate in refugee assistance programmes and in programmes benefitting the refugees and refugee affected areas, with the aim of sharing the burden of host countries. Recalling further the financial difficulties faced by host countries, encouraged UNHCR to promote that host countries, with the assistance of multilateral and bilateral co-operation agencies, prepare national plans for refugees and refugee affected areas and promote that such projects obtain assurances in funding. Such plans should have quick and effective implementation mechanisms and should also strive at facilitating, wherever possible, the interaction of refugees with activities of the local economy, who should be extended legal and social rights, in accordance with local law and the 1951 Convention relating to the Status of Refugees;

(i) Requested countries of asylum to:

- make arrangements to ensure that UNHCR is granted the most favourable official exchange rate and for other facilities to be extended where this is not already the case;
- contribute in savings through rationalization of operational structures as well as by streamlining administration;
- contribute by searching, in co-operation with UNHCR, for more cost effective implementation modalities.

For example, in the local procurement of commodities, including food, it is essential to identify the modalities which ensure the provision of supplies at the lowest available prices;

(j) Called on UNHCR to examine the impact of repeated major downward programme revisions in terms of the effects on the following:

- refugees;
- countries of asylum;
- long and short term losses;
- programme implementation;
- implementing partners;

and requested that these findings and assessments be made available to to the May 1990 extraordinary session of the Executive Committee;

(k) Underlined that refugees should be encouraged to take initiatives to attain self-reliance and, therefore, called on UNHCR to make every effort to assist them to do so, including enhancing their involvement in activities of the local economy where possible, in co-ordination with host countries while seeking to avoid the displacement of national labour;

4. Developed Countries

(l) Unless already provided for, called upon developed countries hosting asylum-seekers and refugees, or resettling the latter, to use national resources and social services, to the maximum extent possible, in order to free UNHCR funds for use elsewhere;

5. Statistics

(m) Requested UNHCR, with the assistance of host governments, to supply, on a regular basis, accurate statistics on all categories of persons under UNHCR's actual care and protection as well as on any spontaneously settled caseload. Statistical information on the latter category would be of particular value in the preparation of programmes benefitting refugee-affected areas;

6. Programme Presentation

(n) Recommended that UNHCR and the Executive Committee examine whether the distinction between General and Special Programmes remains valid;

7. Costs of Transporting Food

(o) Expressed the wish that the High Commissioner should perservere in his negotiations with the WFP, to ensure that UNHCR be reimbursed up to 50 per cent of internal transport, storage and handling costs already incurred in the provision of food to refugees situated in Least Developed Countries as provided for in Guidelines on Management of Food Aid;

(p) Called on the High Commissioner to enter into negotiations with WFP to seek the most cost-effective solutions to food needs, including local purchases as appropriate and, as a matter of urgency, to define more clearly the roles of the respective organizations in the provision of food for refugees as covered in this report and to report on the progress of these negotiations to the Executive Committee;

(q) Requested Member States of the Executive Committee to ensure that WFP makes early reimbursement to UNHCR from funds already provided to WFP for internal transportation and handling (ITSH) by donors and to urge WFP to issue an urgent appeal to donors so that it may reimburse UNHCR for food transportation costs incurred and for which WFP has not received ITSH;

(r) Urged states and other donors to request WFP to appeal for funds to cover the ITSH costs that cannot be met by countries hosting refugees when appealing for in kind food contributions, to make every effort to assure that relatively wealthy states which are unable to contribute food provide cash for ITSH, and to explore the possibilities of establishing a mechanism to pre-finance the ITSH of food for refugee operations;

(s) Recommended that governments of refugee hosting countries and donors be sensitized to consider sympathetically, and to pursue, the above recommendations on food aid and transportation costs, and to seek to make available, where possible, counterpart contributions and to pursue measures that lower transportation costs;

(t) Called on UNHCR to ensure that the volume and estimated value of food commodities, and whether these will be provided through WFP, UNHCR or others, be clearly indicated by country programme in the documents presented to the Executive Committee together with its transportation, storage and handling (ITSH) costs;

8. Evaluation/Audits

(u) Stressed the need for UNHCR to take evaluation and audit findings and recommendations into full account at all stages of the programme planning, delivery and review cycles. They should clearly identify what action is expected and by whom: UNHCR's internal procedures should ensure adequate follow-up to such findings and recommendations and their timely implementation as appropriate;

(v) Recommended that the UNHCR evaluation function be strengthened and its independence assured within UNHCR's organizational structure so that this function can then serve more effectively as a catalyst for operational/organizational change and rationalisation. Furthermore, requests that summaries of evaluation reports be made available to the Executive Committee;

(w) Called on the High Commissioner to consult with the UN Internal Audit Division and the Board of Auditors with the view of increasing the audit coverage of UNHCR activities, including management audits;

9. Implementing Agency Personnel

(x) Invited UNHCR to bring to the attention of the Executive Committee at its next ordinary session and all subsequent sessions details of any current arrangements with agencies which provide UNHCR Field Offices with agency contracted personnel supervised by UNHCR staff;

10. Consultancies

(y) Called on UNHCR to inform the Executive Committee at its next ordinary session of any ongoing consultancies retained both at headquarters and in the field, providing details as to their nature, duration, cost and source of funding;

11. Special Programmes and Support Costs

(z) Noted with concern the imbalance of the attribution of support costs between the General and Special Programmes in proportion to their share of global operations. Endorsed a system of applying a variable rate of overhead charge to Special Programmes at the discretion of UNHCR, and if necessary in consultation with the donors, so as to ensure funding of indirect programme, budget and staffing implications on the Office;

12. Programme Planning

(aa) After taking into account all possible durable solutions, requested UNHCR to examine the need and benefits of longer-term forward planning, programming and financial projections in order to:

- consider developing a four to five year corporate plan/strategy document that would provide senior management with a longer-term institutional focus and objectives to which to work, as well as provide the Executive Committee with a yardstick by which it can measure the overall goals and achievements of UNHCR over a period of time;

- examine the possibilities of a similar perspective for regional programmes;

- examine the need for country programmes or certain sectors thereof, to be developed on a time frame of up to three years in instances where three year plans are made for projects such as local settlement. This time frame should apply to programming, planning, financial projections and project implementation. Where appropriate, implementing partners should be encouraged to plan and develop two to three year programmes;

- provide for the involvement of refugees, to the extent possible, so that their views are taken into consideration.

B. Budgetary and Funding Matters

40. The Temporary Working Group,

1. 1990 Obligation Level

(a) Recalling that the level of UNHCR obligations for the second half of 1990 needs to be set by the Executive Committee during its extraordinary session to be held from 28 to 30 May, strongly

recommends that this should be determined following a thorough assessment of all refugee needs as well as on the basis of budgets which take into account savings in terms of economies, greater efficiency, as well as the rationalisation of services and the setting of priorities. Whilst considerating rationalization and austerity measures, the EXCOM should appeal to the international community to mobilize additional funds for 1990;

2. Budget Presentation/Approval

(b) Having noted with concern the past practice whereby the Executive Committee has approved Annual Programmes budget without guaranteeing the availability of resources to cover them, suggested that UNHCR studies ways and means whereby future budget presentations could be accompanied by resource projections;

3. Multi-Year Budgetting

(c) Requested the High Commissioner to examine the extent to which multi-year budgetting would better address certain operational requirements and funding possibilities with the aim of providing all concerned with the benefit of longer-term forward planning of, inter alia, refugee programme requirements;

4. Presentation of Appeal Budgets

(d) Requested UNHCR, when submitting appeals to donors, to clearly indicate whether the funds are attributed to the General or Special Programmes. Furthermore, arrangements to cover staffing requirements should be explained in the context of prevailing staffing guidelines set by the Executive Committee;

5. Interest and Exchange Gains/Losses

(e) Urged UNHCR to examine and report on the practice of the automatic accrual of interest and exchange rate gains/losses to the General Programmes as part of secondary income as well as the implications of the practice of budgetting in local currency as compared to the previous practice of budgetting in U.S. dollars;

6. Transfers Between Funds

(f) Confirmed that UNHCR may effect temporary financial transfers between Special and General Programmes with the consent of donors and on the understanding that the donor would, if necessary, accept a definitive transfer;

7. Contingency Fund

(g) Requested UNHCR to examine and report to the Executive Committee on the need for a Contingency Fund for the purpose of enabling the High Commissioner to initiate implementation of vital programmes/projects for refugees pending the receipt of contributions and to explain its relationship to the existing Emergency Fund;

8. Funding Mechanism

(h) Recalling that obligation plans are to be based on the level of income likely to become available, UNHCR and the Executive Committee should examine options that will provide an assured and adequate income base commensurate with the actual needs of the refugees;

(i) In order to improve programme and financial management by UNHCR, asked UNHCR to examine with donors the possibilities of introducing procedures which would ensure an earlier system of payment of voluntary contributions;

(j) Requested UNHCR to examine and report further on funding options which may possibly contribute to the Office's carrying out its work with less uncertainty about its financial support;

(k) The Sub-Committee on Administrative and Financial Matters should, as necessary, work closely with UNHCR on matters within its perview and should prepare recommendations for consideration by the forty-first Session of the Executive Committee in October 1990, on funding options and unresolved budgetary issues;

9. Regular Budget Financing of UNHCR's Administrative Costs

(l) Having considered the Informal Note on UN Regular Budget Financing of Administrative Costs of the Office of UNHCR, requested the High Commissioner to pursue negotiations with the Secretary-General with a view to increasing the funding from this source based on the functions carried out by staff members;

10. Funding Information

(m) Called on UNHCR to produce a monthly financial summary including current and anticipated income and expenditure as well as the cash situation;

11. Fundraising - Non-Traditional Sector

(n) Urged UNHCR to pursue fundraising efforts with new donors and non-traditional sources enlisting, where appropriate, professional private sector services and invited donors to provide all possible support to allow UNHCR to engage in this area;

C. Decisions on Administrative Matters

41. The Temporary Working Group,

1. Procurement/Gifts in Kind

(a) Recognized that improvements in the coordination and synchronisation of purchasing would result in reduced costs and more effective use of available resources. While this may not be possible in responding to new or emergency situations, for regular ongoing operations coordinated procurement should be the norm (to the extent that funds are available) not the exception. UNHCR should review procurement planning procedures with a view to the establishment of a system and centralized authority with the objective of taking maximum advantage of synchronised procurement, and imposing tight controls over individual purchasing requests which result from inadequate planning rather than new or emergency developments;

(b) Urged UNHCR to continue to broaden the base for tendering in order to maximize competition, improve quality and reduce costs;

(c) Requested that opportunities for increased local procurement to be examined where this would be cost-effective;

(d) Decided that UNHCR should encourage governments which make in-kind contributions of vehicles and other equipment to provide sufficient spare parts as well and to cover the costs of transporting goods to the sites of operations;

2. Staffing

(e) Reaffirmed the requirement for the High Commissioner to abide by the thirty-eight session of the Executive Committee decision to return to the staffing level of 1781 posts in effect on January 1986, plus the addition of 293 posts for guards and cleaners that the Executive Committee authorized as of June 1988, for a total of 2074 posts, at the earliest possible opportunity. The flexibility provision of the decisions of the thirty-eight session of the Executive Committee foreseen for emergency situations should be applied more restrictively, and consideration should be given to addressing emergency staffing requirements with a defined capability drawn from existing resources. The use of contingency posts and consultants to offset reductions in non-contingency posts should be discouraged;

(f) Noted that staff costs ($90 million in the initial 1990 budget) represented a high proportion (some 70 per cent) of overall support costs and, therefore, urged that it may prove necessary to advance the timing of the discontinuations so far foreseen, in order to bring 1990 expenditure into line with the limits set by the fortieth session of the Executive Committee;

(g) Expressed the strong hope that procedures for determining staffing levels in a systematic and objective manner would be continued and improved whenever possible;

(h) Noted that the proposed UNHCR study of secretarial support at headquarters had not been implemented and strongly recommended that this should be carried out as soon as the headquarters organization was decided upon, with a view to determining the ratio of secretarial support, whether this ratio was consistent with that existing in governments and other UN organizations, and how it might be reduced if it is not;

(i) Asked UNHCR to look into the potential advantages of employing support personnel such as guards and cleaners, secretaries and counselling staff, on a contract basis, when new support staff are taken on in the future;

(j) Encouraged UNHCR to apply consistently a rotation policy as per previous Executive Committee recommendations;

(k) Called on UNHCR to ensure that the issues of Core and Temporary staff definitions, rotation policy and related subjects will be dealt with conclusively by the forty-first session of the Executive Committee;

(l) Underlined that greater effort should be made to discontinue headquarters positions. The existing 25/75 per cent ratio of headquarters to field positions should be further shifted in favour of the field. This would put more UNHCR personnel in the field to carry out operational activities, and reduce overall personnel costs due to the high cost of maintaining personnel in Geneva. In particular, reendorsed Executive Committee conclusions that more senior positions should be deployed to the field from headquarters. In pursuit of this objective, UNHCR was called upon to re-examine conditions of service in the field, particularly as compared to the standards of other UN agencies which are heavily engaged in field operations, such as UNICEF;

(m) Suggested UNHCR should explore the possibilities of enhanced use of Junior Professional Officers (JPOs) and UN Volunteers (UNVs) to reduce resource requirements, whenever appropriate. UNHCR should also take maximum advantage of the available and less costly local talent;

3. Headquarters Structure

(n) Underlined that in any consideration given to revision of UNHCR headquarters structure, the number of senior managers reporting directly to the High Commissioner should be examined, with the objective of bringing it more into line with the standard structure prevailing in most organizations;

(o) Strongly recommended that consideration should be given to the establishment of a Comptroller position in the UNHCR, in order to reinforce, and place greater emphasis on, the need for tighter financial controls within UNHCR;

(p) Noting the need to eliminate duplication and unnecessary overlap, suggested that UNHCR move to abolish various ad hoc units which have been created;

4. Technical Support Services

(q) Recommended that UNHCR examine the most effective way of offering technical support to projects. This would include an examination of the benefits of posting Technical Support Services staff to the regions instead of having them travel extensively from headquarters. It would also include an examination of the cost benefits of employing outside consultants to offer technical support and advice. UNHCR could also engage, where possible, sister agencies of the UN system locally, preferably at no cost to UNHCR;

5. Field Offices

(r) Recalled that although the Post Review Group was created towards the end of 1987 to review all posts in UNHCR and identify positions which could be discontinued, no regular procedures are in place to review and rationalise the location of UNHCR Offices in the field. However, the same reasons of rapidly evolving situations and changing demands should allow similar flexibility on the part of UNHCR to rationalise and close missions on an ongoing basis, including sharing of offices with other UN agencies. Invited UNHCR to establish a centralized responsibility for regular review and rationalisation of UNHCR Offices in the field;

(s) Urged that greater emphasis on Regional Offices be explored to make more effective use of resources taking into account that regional models in effect in some locations may be applicable in other areas and regions. This should be without prejudice to UNHCR's capacity to fulfil its fundamental responsibilities;

6. Reporting Requirements

(t) Called on donors and UNHCR to enter into consultations in an attempt to achieve greater harmonisation and standardisation of reporting requirements and thus make more efficient use of resources;

7. Travel Costs and Allowances

(u) Recommended that UNHCR consider retaining some form of centralized control over official travel to reverse the dramatic growth in travel costs and to avoid unnecessary duplication of travel. Underlined that if a Comptroller position was established in UNHCR, that this might be the appropriate position to entrust with overall responsibility for control of travel;

(v) Underlined that any reinstitution of preassignment missions should be linked to the application of some form of criteria such as cost benefit analysis or hardship category level. Furthermore, it recommended that post reports should be compiled by UNHCR for all Category III and IV Duty Stations;

(w) Stressed that the former practice of assigning personnel, particularly at senior levels, on long term mission status to posts to which they subsequently are assigned on a permanent basis, should not be allowed to recur;

8. Seminars

(x) Strongly recommended that the number of seminars directly or indirectly financed from UNHCR funds, particularly in the present financial situation, should be kept to the very minimum. Recalled that seminars should be organized in the most economical manner. The best cost/benefit ratio in particular should be the basis for the decision on where the seminar is to be held;

9. Training

(y) Notwithstanding the financial difficulties prevailing, underlined that appropriate training activities should continue;

10. Public Information Activities

(z) Recommended that UNHCR undertake a cost benefit analysis/evaluation of the various aspects of the public information service with a view to ensuring the most effective use of resources. The analysis/evaluation should take full account of the financial difficulties facing UNHCR and should also take into account the fund raising capabilities of certain public information activities. The importance of the objectives to be pursued through public information activities should at the same time be given due consideration;

(aa) Urged UNHCR, without prejudice to the outcome of the above mentioned analysis/evaluation, to examine ways to reduce or offset the costs of the Refugees Magazine. UNHCR should examine ways to reduce costs particularly through subscriptions;

(bb) Recommended that UNHCR examine the balance of staffing in Public Information Services both between headquarters and the field and between professional and general service staff. Urged that overall staffing levels should be reviewed in relation to above mentioned cost benefit analysis/evaluation;

11. Costs of Experts

(cc) Called on UN agencies and other organizations in general, to review the practice whereby UNHCR pays the salaries of seconded experts from these agencies, as well as the requirement that UNHCR pay, in addition to the salaries of secondees, a service fee of 13-14 per cent; in this regard, and with a view to achieving possible savings for UNHCR, the High Commissioner is requested to initiate in writing appropriate negotiations.

D. Decisions on Cooperation with other Organizations

42. The Temporary Working Group,

1. General

(a) Recalled the adoption by the General Assembly of Resolution 44/137 on the Office of the United Nations High Commissioner for Refugees, and its approval in paragraph 12 of the Executive Committee's Decision entitled "Sharing of Responsibilities for Operational Activities relating to Refugees" (Decision K, A/AC.96/737, paragraph 33), and its welcome given in preambular paragraph 14 of the same Resolution to the Conclusions and Decisions on Refugee Aid and Development adopted at the Fortieth Session of the Executive Committee (Decision J, A/AC.96/737, paragraph 32);

(b) Noting that the welfare of refugees, the search for durable solutions, and the application of the principle of international solidarity, imply a better sharing of responsibilities and the creation of mechanisms of cooperation between the agencies of the United Nations system and other concerned organizations, both governmental and non-governmental, for the implementation and the financing of related activities;

(c) Recalling that whatever arrangements are agreed to for the sharing of responsibilities for operational activities in favour of refugees, that all organizations, be they inter-governmental or non-governmental, are asked to consult with UNHCR, before formulating and initiating programmes in favour of refugees, so that UNHCR might fulfil its Statutory role, especially in the area of protection;

(d) Emphasizing the urgent need to persevere in the search, under the auspices of UNHCR, for durable solutions to refugee problems, and the role that rehabilitation and development assistance should eventually play in assuring the effectiveness of solutions such as voluntary repatriation and local settlement;

(e) Convinced that refugees should benefit from the relevant services provided by the entire UN system, and as such should be included in all pertinent programme activities;

2. Executive Committee

(f) Urged strongly Member States of the Executive Committee (and other States, especially those hosting large numbers of refugees), as well as inter-governmental bodies to take necessary initiatives and to support the High Commissioner in his efforts to ensure the implementation of the General Assembly Resolution 44/137, including Decisions J and K of the Fortieth Session of the Executive Committee, with which he has been tasked;

(g) Requested the support of governments, especially through their representatives on the governing bodies of relevant agencies and committees e.g. UNDP, UNICEF, International Fund for Agricultural Development (IFAD), World Bank, Regional Banks, Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development, in having the issue of cooperation with UNHCR and the sharing of responsibilities for operational activities relating to refugees, including the additional funding of these activities, addressed in a concrete and positive way by these agencies; and, to promote this goal, called upon governments to place the subject on the agenda of their governing bodies and to envisage the possibility of convening special sessions of these bodies;

(h) Recommended that, in order to promote a better cooperative working relationship between UNHCR and other relevant international organizations, Member States of the Executive Committee give consideration to promoting mechanisms that would facilitate multi-year funding for projects where multi-year planning was judged by the High Commissioner to be part of a appropriate response to refugee situations and such type of planning would enhance the effectiveness of that response;

(i) Called on Member States of the Executive Committee to ensure that refugee issues are referred to in their statements to the Second United Nations Conference on the Least Developed Countries and in the International Development Strategy of the Fourth United Nations Development Decade; in addition, Member States are asked to assure that the needs of refugee children are addressed in The World Summit for Children tentatively scheduled for 26, 27 September 1990 by the inclusion of a specific agenda item on this subject; and that Member States take the opportunity provided by the Thirty-fifth Session of the Commission of the Status of Women (March 1991) to support the situation of refugee women as specified under the Agenda item of "Peace";

(j) Recommended that refugee hosting countries take steps to ensure appropriate coordination between relevant national authorities e.g. those responsible for administering refugee affairs, development planning ministries, and technical line departments be promoted; moreover, that national development planning ministries and technical line departments should also become involved with UNHCR from the inception of a refugee programme, given that this cooperation is especially crucial for any rehabilitation and reconstruction programmes for refugee hosting areas;

(k) Invited refugee hosting countries and countries of origin to introduce, as far as possible, development type initiatives focused on refugees, returnees and the areas that receive them, in order to attract new or additional donor resources;

(l) Invited donor governments to ensure appropriate coordination between the humanitarian aid sections of ministries and those that deal with technical assistance and development cooperation for the benefit of refugees; moreover, the focus of policies would thus be sharpened and better coordination assured, and hopefully better use made of the various budgetary allocations, especially of bi-lateral development funds that are directed to developing countries;

(m) Urged donor governments, inter-governmental organizations, round tables, consortia etc. to take into account the impact of refugees and returnees when determining development programmes, by devoting appropriate attention to the issue in Country Chapters, and by mobilizing resources for priority funding, including participation in co-financing ventures, both through bi-lateral and multi-lateral channels;

(n) Strongly urged, in the face of the increasing numbers of refugees, that donor governments and inter-governmental organizations, while assuring that assistance provided to refugees is delivered in a cost-effective and coordinated fashion, increase the overall allocation for refugee needs, and in particular, that the specific resources and needs of refugee women, their dependents, and unaccompanied children and the elderly, who represent the majority of the refugee caseload be taken into account;

3. UNHCR

(o) Called on the High Commissioner to request the Secretary General to ensure a maximum of co-ordination and burden sharing among all relevant United Nations agencies in support of refugees;

(p) Requested, in this context, the High Commissioner to review with the UN Secretary General the question of improved inter-agency cooperation on behalf of refugees within the framework of the Administrative Committee on Coordination (ACC). This review should include aspects leading to a better sharing of tasks, both operationally and financially, with a view to a more automatic and systematic response of agencies and programmes to the needs of refugees. To this end, directives on the sharing of tasks will need to be adopted. At the same time the question of a resource mechanism may be explored in order to provide for arbitration in case of difficulties encountered in the implementation of the envisaged improved cooperation;

(q) Asked UNHCR to identify within its operational programmes, those tasks, which because they are integral parts of a comprehensive programme, could receive supplementary funding and implementation from other agencies; and in this regard, UNHCR is requested to identify such tasks in its General and Special Programmes, especially those aimed at achieving a level of self-sufficiency or self-sustainability for refugees; by so identifying these tasks, they can be proposed for supplementary and additional funding and implementation by other agencies; furthermore, it is important that UNHCR be involved in the follow-up to programme implementation, especially where elements are being undertaken by other agencies, and that mechanisms are in place to assure necessary coordination and the integrated nature of such programmes;

(r) Invited the High Commissioner to meet with the other Heads of the relevant UN agencies to arrange a meeting of officers working in the various sections of the support services of UNHCR and their counterparts from other agencies, and that these officers, in the light of the broad principles established for the supplementing of tasks and of mechanisms set-up to facilitate the implementation and additional funding of such tasks, draw-up plans for the implementation and additional financing of such elements in UNHCR's programmes, ensuring that adequate account is taken of participation, needs and resources of the refugee population, and specifically of refugee women and children;

(s) Asked the High Commissioner to continue his discussions with the EEC with a view to exploring ways of better accessing the community's funding capabilities, particularly for funding projects aimed at durable solutions to refugee problems;

(t) Expressed the wish that the High Commissioner raise with the Development Assistance Committee (DAC) of the OECD, the possibility of including refugee and returnee issues in the deliberations of the Development Assistance Committee; in this way, DAC might be in a position to urge its Member States to take into account the needs and effects of refugee influxes in the formulation of international, national and regional development policies and that Committee Members take up with UNDP the question of refugee hosting countries receiving special treatment for Indicative Planning Figures (IPF), as well as inviting its Members to make increased resource allocations to refugee hosting and returnee receiving countries; and in this way, OECD Member Countries might envisage a more favourable ratio of Official Development Assistance (ODA) in relation to Gross National Product (GNP); moreover, the High Commissioner might raise with DAC the appropriateness of having a chapter in the annual "DAC Report" on development related issues of refugee/returnee presences in countries;

(u) Called on the UNHCR Representative, when no repatriation is foreseen in the immediate future for a particular refugee group, to convene on his own initiative, or to request the UN Resident Coordinator of operational activities for development in a country to convene, a meeting of the various UN Agency Representatives to look at possible initiatives e.g. joint assessments of longer-term needs and joint plans to address such needs, and also the joint implementation of relevant programmes;

(v) Asked UNHCR, in seeking to assure a cost-effective administration of the material aid provided by the international community for refugees, to give a greater role to relevant national authorities of refugee-hosting countries, where such would lead to efficiencies and savings;

(w) Underlined the need for UNHCR to keep implementing partners informed in a timely and systematic manner of its financial situation and funding prospects, so as to ensure adequate planning by these partners;

(x) Stressed the importance for UNHCR, in coordination with host governments, to promote a relationship of true partnership with NGOs right from the beginning of an operational programme and through its subsequent phases; this implies, where possible, that prospective NGO implementing partners be involved in needs assessments; moreover, in the evaluation of large programmes, a member designated by the NGO community, should, where possible, form part of the evaluation mission;

(y) Urged UNHCR to work closely with host governments and NGOs with regard to existing and future programmes to identify components for which NGOs would be able to assume full or partial responsibility for personnel, financial and material resources necessary to implement the programmes; these negotiations should focus, inter alia, on funding for administrative overheads requested by the NGO;

(z) Requested the High Commissioner to intensify his efforts towards the implementation of the 1989 Executive Committee Decision J, Conclusions and Decisions on Refugee Aid and Development (Document A/AC.96/737), which "appealed to Member States to respond favourably to the Refugee Aid and Development Appeals recently launched for projects to be undertaken by UNHCR in partnership with refugee-hosting governments and development agencies, by channeling contributions either through UNHCR, the development agency concerned, or directly to the recipient government";

(aa) Asked the High Commissioner to report to the Sessions of the Executive Committee in 1990 on progress towards greater cooperation between UNHCR and other organizations, as well as difficulties encountered in this regard;

4. Other Agencies

(bb) Invited UNDP, in determining the IPF for a developing country which is hosting refugees, to take into account the presence and number of refugees under the criteria for population; this initiative would involve a recognition of the need for additionality of funds for such countries;

(cc) Suggested that in order to improve and further develop the cooperation between UNDP and UNHCR, that there be established a joint Task Force for the elaboration of the conditions, elements of joint action (operational aspects, fund raising etc.); that a thorough discussion be initiated on a draft policy paper already prepared by the UNDP's Task Force on Refugees; moreover, that the Letter of Understanding signed in 1987 between the Administrator and the High Commissioner be reviewed; that jointly signed Letters of Instruction be sent to the field offices, and that specific training programmes for the Resident Representatives and other staff of both organizations be established;

(dd) Proposed that for the funding of development type initiatives that include among their beneficiaries, refugees or returnees, a number of possible options for their funding under the auspices of UNDP be studied; among these options could be the creation of a Special Trust Fund that would be jointly managed by UNDP and UNHCR, a Fund to which governments would be invited to make voluntary contributions especially from their non-humanitarian budgets i.e. from funds allocated for development; the designation by the Governing Body of a certain proportion of UNDP's Special Programme Reserves (other than IPF allocations) which are centrally managed by the administrator, for use in refugee aid and development type projects; the use for similar purposes, of a portion of Miscellaneous Income (from unearmarked General Resources) built-up through accrued interest and exchange rate variations; and consideration by the governing body that allocations be made from centrally managed resources to provide technical assistance for integration and settlement of refugees and returnees;

(ee) Asked that comparable arrangements should be explored by UNHCR with funding agencies such as the World Bank and IFAD;

(ff) Called on the High Commissioner to assure maximum cooperation with the International Organization for Migration (IOM). IOM had competencies that made it a suitable cost effective operational partner for UNHCR;

(gg) Invited all organizations concerned to report to all sessions of the Executive Committee on the action taken to implement General Assembly Resolution 44/137 starting with the forty-first session.

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EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Extraordinary Session
(28 - 30 May 1990)

Up-date of UNHCR programmes and budget and of the financial status

(submitted by the High Commissioner)

INTRODUCTION

1. At its fortieth session in October 1989, the Executive Committee took note of the initial 1990 General Programmes budget totalling $ 414.4 million. It further decided, inter alia, that obligations under General Programmes for the first six months of 1990 should not exceed $ 190 million, including the absorption of 50 per cent of any obligations carried over from 1989. The maximum level of this carry-over was set at $40 million. The Committee decided that the level of obligations for the second half of 1990 would be authorized at an extraordinary meeting of the Executive Committee to be held in late May/early June 1990.

2. The present paper has been prepared to facilitate the deliberations of the Committee in reaching a decision on the obligation level for the second half of 1990. Part I of the paper provides analytical information on the financial status of UNHCR General Programmes in the period since the meeting of the fortieth session of the Executive Committee. This analysis, together with a programme and funding projection for 1990, leads to a recommendation to the Executive Committee in paragraph 18 to approve a revised target of $340.8 million. To facilitate the discussion even further and provide more complete information on the overall financial picture connected with General Programmes, Part II of the paper provides information on Programme Support and Administration (PSA) and Project Personnel Expenditure (PPE) related to General Programmes activities.

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PART I

A. GENERAL PROGRAMMES

3. UNHCR closed the 1989 accounts with General Programmes expenditure totalling $ 386.6 million (against a downwardly revised budget of $ 389.4 million). Of this figure, $ 38 million not covered by income was carried over to 1990 as a deficit in line with the authorization of the fortieth session which allowed 50 per cent of any 1989 deficit to be absorbed during the first half of 1990. UNHCR was thus authorized, subject to the availability of adequate funding, to obligate a maximum of $ 171 million for 1990 programmed activities out of the total of $ 190 million.

4. In light of the ceiling set by the Executive Committee on obligations for the first half of 1990, UNHCR conducted an in-depth programme review in November and December 1989 to identify the necessary reductions. Whilst recognizing that the level of General Programmes expenditure for the second half of 1990 remained to be decided upon by the extraordinary session of the Executive Committee, it was essential from an operational point of view to keep to the twelve-months programme planning cycle, while ensuring that actual obligations entered into for the first six months would not exceed the ceiling set by the Executive Committee. By January this year, the 1990 General Programmes budget had been adjusted downward from $ 414.4 million to a tentative working figure of $ 340 million[1/].

Revised 1990 General Programmes target and initial 1991 projections

5. Within the framework of its programming cycle, UNHCR has just concluded its main annual programme review, a process which involves inputs from the field offices, operational partners and all substantive services at Headquarters. As usual, the results of this review will be reported on in detail, by country and type of assistance, to the forthcoming forty-first session of the Executive Committee in October 1990. However, to facilitate the deliberations of the extraordinary session, a summary, by region, of the revised estimates for the current year together with the initial projections for 1991 is provided in Annex 1 to this paper.

Basic guidelines/budgetary parameters

6. The programme reviews already referred to covered all projects within ongoing country programmes, examining them in accordance with the following guidelines:

- ensure that projects indeed address UNHCR's global objectives to protect the status of and save or sustain refugees' lives, whilst promoting durable solutions;

- discontinue or reduce any activities or project components likely to fall outside these objectives;

- identify all possible savings over the initial budgets that can be achieved on account of caseload changes and/or favourable exchange rates;

1/ The Executive Committee and its Temporary Working Group were kept informed of these developments, most especially through a paper presented to the Working Group entitled "Notes on the Review of 1990 General Programmes (GP)" and dated 16 January 1990.

- make further reductions wherever possible through, inter alia, reassessment of needs, deferred implementation, review of unit costs, earlier phase-out of projects scheduled for termination, and higher matching contributions from implementing partners. At the same time, include, where essential, activities deferred from 1989.

7. All budgets, initially calculated at April 1989 exchange rates, were up-dated during the reviews, first to November 1989 and subsequently to April 1990 rates. Whilst substantial overall savings have been identified due to favourable exchange rates (some $ 15.6 million for operational projects), these savings are by now more than offset by budgetary increases necessitated by rising inflation (some $ 17.3 million).

8. To remain within the financial ceiling UNHCR has to date implemented the 1990 activities without having recourse to the traditional Programme Reserve (for which $ 19.3 million was foreseen in the initial, noted, 1990 budget). Due to operational requirements, it is now considered essential to retain in the budget a reserve of at least $ 3.0 million, half of which would be reserved for staff cost increases approved by the General Assembly effective 1 July 1990 but yet to be identified by location (see Part II for a further explanation). For 1991, UNHCR proposes that a Programme Reserve again be included. However, given the financial constraints, it is proposed to limit this Reserve to 3 per cent of programmed activities rather than reinstating the 10 per cent which had been customary prior to 1988. A further $ 3.0 million would again need to be reserved for the staff cost increases referred to above.

9. Having isolated such factors as exchange rate variations, inflation and caseload changes, the net programme reductions in 1990 amount to some $ 50 million or 18.5 per cent of the initially budgeted operational activities. While considerable reductions have been achieved due to rationalization of activities and other economies, it should also be recognized that some of the budgetary benefits which have been achieved have longer-term consequences in the drive for self-sufficiency. Of particular concern in this regard would be the potential social problems resulting from needs which could then not be met, and the effects on the daily lives of especially the most vulnerable of the refugee categories, namely the elderly, sick or disabled and women and children[2/]. Whilst the impact of budget reductions varies considerably according to the range of assistance measures extended by UNHCR in different refugee situations, the full effect will only become apparent as the year goes on.

10. Following consultations with the World Food Programme (WFP), an additional downward budgetary adjustment was made to take account of inland transportation, storage and handling (ITSH) of food commodities which WFP is likely to meet from anticipated contributions. At this stage, this is tentatively estimated at $ 11.0 million for 1990 and $ 15.0 million for 1991.

2/ Details of these impacts are to be found in the "Notes" referred to in footnote 1, above, and in document A/AC.96/744 presented to this extraordinary session under the title "The Impact of Repeated Major Downward Programme Revisions".

Consultations with WFP have also commenced on the subject of formalizing appropriate procedures on this matter as quickly as possible within the framework of the relevant recommendations contained in the draft report of the Temporary Working Group.

11. Annex 2 provides an analysis of the budgetary evolution by budget sector as between the 1990 initial, and proposed revised, budgets, and the 1991 initial budget estimates. While most sectors have been reduced fairly uniformly, priority has once again been given to sectors A through G of that Annex for which, in percentage terms, the budget has slightly increased. This increase is even more significant once account is taken of transportation costs expected to be met by WFP. Priority also continues to be given to legal assistance and protection as evidenced by the increase in percentage terms.

12. The level of Programme Support and Administration as well as Project Personnel Expenditure related to General Programmes activities is being reduced by $ 4.7 million over the initial estimates for 1990. A further drop by some $ 7.8 million is projected for 1991 (not counting provision in the Programme Reserve for General Assembly-approved staff costs). Further details on budgetary changes affecting this category of expenditure are contained in Part II of this document.

13. The main changes affecting the 1990 General Programmes budget as referred to above can thus be grouped as follows:

		(in millions of dollars)
a)	Initial 1990 General Programmes budget (as "noted" by the Executive Committee)	414.4
b)	Summary of changes	
	(i) reduction of the Programme Reserve from an initial $ 19.3 million to $ 3.0 million, of which $ 1.5 million is reserved for staff cost approved by the General Assembly	(16.3)
	(ii) reduction in Programme Support and Administration (PSA) and Project Personnel (PPE) expenditure as detailed in Part II	(4.7)
	(iii) changes pertaining to operational projects (excluding PPE) as identified during November/December 1989 and April/May 1990 programme reviews:	
	-exchange gains as a result of up-dating budgets to April 1990 rates	(15.6)
	-inflation/increased unit costs	17.3
	-additional requirements attributable to net increase in caseloads/new situations	7.0

(in millions of dollars)

-net programme reductions corresponding to some 18.5 per cent of the initial "noted" estimates	(50.2)	
-adjustments to budget sector "transportation" for ITSH anticipated to be met by WFP, tentatively estimated at	(11.0)	(52.5)
c) Revised budget estimates for 1990		340.9

14. Initial projections for 1991 anticipate an overall reduction in programmed activities by some $ 16.0 million, almost half of it being due to savings expected in both Programme Support and Administration cost (PSA) and Project Personnel Expenditure (PPE). In regard to ongoing operational projects, budgetary savings are in part offset by the proposed inclusion into General Programmes in 1991 of the recently commenced assistance programmes in Côte d'Ivoire and the Republic Guinea. Based on current caseloads and barring any unforeseen developments, the High Commissioner intends to submit to the forty-first Session of the Executive Committee a 1991 General Programmes target of $ 330.2 million (including Programme Reserve and the Emergency Fund) as shown by region in Annex 1.

B. OVERALL PROGRAMME AND FUNDING PROJECTIONS FOR 1990

15. In his letter dated 14 March 1990, the High Commissioner provided Member Governments of the Executive Committee with an overview of total projected activities for 1990 together with a forecast of likely income for the year. The attached Annex 3 updates these projections both in terms of programme needs as well as proposed allocation of resources. In regard to the former, estimates were updated in the recent programme reviews. Some of the Special Programmes were adjusted downwards as inadequate and, in some cases, lack of funding thus far was likely to delay implementation at least into part of 1991. Highest funding priority is assigned to General Programmes, though in light of other pressing needs allowance is now being made for a possible shortfall which would affect the funding of the much needed but minimal Programme Reserve and require a lower than projected rate of implementation. Most of the Repatriation/Returnee Programmes are also in urgent need of funding and ongoing operations will need to be halted if contributions are not received in the near future.

16. UNHCR's projections of income for 1990 are currently at the level of $ 550 million. This compares with an overall income in 1989 of $ 534 million and, given informal indications received from donors of their continued support of the Office's work, is felt to be a realistic projection for this year. Of this amount, a total of at least $ 370.3 million should be made available to the General Programmes to meet the revised target of $ 378.9

including the 1989 carry-over. A separate paper on recent developments in the fund raising sector (document A/AC.96/745) provides details of income received by UNHCR in recent years and also provides elements to support the Office's current income projections to match the revised General Programmes target and Special Programmes needs.

17. Annex 4 to this document provides a status of funding and obligations for the General Programmes as at 15 May 1990. Total income available for obligation stands at $ 219.6 million (including $ 212.1 million in contributions and $ 7.5 million in secondary income). Of that amount, $ 127.4 million has been obligated as of mid-May for General Programmes activities in 1990, $ 38 million has been committed to cover the 1989 deficit and an amount of $ 54.2 million remains currently available for further obligation. New contributions are now needed to engage into the third quarter obligation plan. Against the revised target of $ 378.9 million there is still a shortfall of $ 159.3 million to be covered by additional contributions (and possibly an additional $ 7.5 million in secondary income).

18. On the basis of the present documentation and the information provided in document A/AC.96/745, the High Commissioner recommends that the Executive Committee approve the revised target for the General Programmes in 1990 of $ 340,855,900.

PART II

SUPPORT COSTS

A. PROGRAMME SUPPORT AND ADMINISTRATION (PSA) AND PROJECT PERSONNEL EXPENDITURE (PPE)

19. All of UNHCR's support costs related to General Programmes' activities are included in the expenditure and budget estimates shown in Annex 1. However, for the sake of completeness and comparison, details of UNHCR's total Programme Support and Administration (PSA) and Project Personnel Expenditure (PPE) under all sources of funds are also provided in Annex 5.

20. Actual expenditure in 1989 for PSA and PPE under General Programmes totalled $ 91.1 million. This figure remained substantially below the authorized level due to the very favourable exchange rate for Headquarters' expenditure and the austerity measures introduced during the latter part of 1989.

21. The initial estimates for 1990, as contained in document A/AC.96/729, were projected at $ 98 million. The increase over 1989 was largely the result of additional posts in the field and related non-staff costs, net of those transferred from the Regular Budget, and exchange variation. The revised estimates for 1990 have now been reduced to $ 93.3 million. While it had been expected that the 1990 expenditure could be kept at a level not exceeding that of 1989, this will not be possible to achieve for reasons shown in the analysis and paragraphs that follow.

ANALYSIS OF VARIATIONS
General Programmes Support Costs (PSA/PPE)

(in thousands of dollars)

	Field	Headquarters	Total	
INITIAL 1990 ESTIMATES a/	62,811	35,184	97,995	
Changes in 1990				
Exchange & inflation factors and salary scales	1,649	4,989	6,638	
Volume variations				
- Staff:	1,226	(4,978)	(3,752)	
- Non-staff:	(1,539)	(6,057)	(7,596)	
REVISED 1990 ESTIMATES	64,147	29,138	93,285	b/
Changes in 1991				
Volume variations				
- Staff:	(4,432)	(3,671)	(8,103)	
- Non-staff:	(69)	334	265	
INITIAL 1991 ESTIMATES	59,646	25,801	85,447	b/

In order that the changes and information provided in the above synopsis be properly understood, the following explanations are provided:

Project Personnel at Headquarters (footnote a/ refers)

22. For the past few years, the costs of a number of Project Personnel posts, though located at Headquarters (and shown as such in the staffing tables) were reflected in the accounts as field expenditure. To permit a correct analysis of expenditure by location, it was decided to account for these costs under Headquarters with effect from 1990. This change adjusts the distribution of costs between the field and Headquarters, but does not affect the total level of estimates.

Exchange rate variations and inflation

23. For the field, the exchange rates for both the 1990 revised, and 1991 initial, estimates were updated to those of March 1990. For Headquarters, the rate now used is Sfr. 1.49 for one dollar, as compared to Sfr. 1.65 in the initial 1990 estimates. This major exchange rate variation has had a very

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a/ Adjusted for cost of Project Personnel Expenditure (PPE) at Headquarters.
b/ not including $ 1.5 million in 1990 and $ 3.0 million in 1991 to meet staff cost increases approved by the General Assembly effective 1 July 1990.

substantial impact on the budget estimates under all objects of expenditure. The revised estimates now also take into account inflation, 2.5 per cent for Headquarters and an average of 5 per cent for the field, which had not been provided for in the initial budgets.

Salaries and common staff costs

24. In Resolution 44/198, the General Assembly approved measures to improve the remuneration system of the Professional and higher categories of staff, which have yet to be calculated by location and individual staff members. Their effect on General Programmes has been estimated at $ 1.5 million for 1990 and $ 3 million for 1991 and a provision to this effect has been included in the Programme Reserve. The revised 1990 estimates further take account of the 3.63 per cent increase in General Service staff salaries at Headquarters. Similarly, there have been numerous salary increases in the field, the effect of which exceeds gains through exchange variations.

Variations in Volume - Staff

25. The budgetary implications on General Programmes of changes to the staffing levels detailed in subsequent paragraphs and Annex 5 are as follows: In the field, the revised 1990 estimates for staff costs reflect an increase of some $ 1.2 million as a result of the reclassifications approved by the Executive Committee at its fortieth session, an increase of some $ 1.4 million due to the need to extend, for continuing refugee situations, contingency posts initially scheduled for termination in early 1990, and a reduction of $ 1.4 million as a result of post discontinuations determined by a staffing review exercize at Headquarters in May 1990. These discontinuations account for a further reduction of some $ 4.4 million in the 1991 initial estimates.

26. At Headquarters, the revised 1990 estimates have been reduced by $ 3.3 million, being the cost of 45 posts hitherto funded under General Programmes but which can be considered as supporting ongoing Special Programmes. In line with the recommendation made by the Temporary Working Group of the Executive Committee, it was decided to transfer such posts to Special Programmes to correct the present imbalance with General Programmes.

27. Current financial constraints demand that some 65 posts be discontinued in the course of the year in adddition to the 24 posts identified for discontinuation earlier on. The revised budgets incorporate some $ 1.5 million in estimated savings from these reductions in 1990 and some $ 3.7 million in 1991.

Variations in volume - Non-staff

28. The severe austerity measures introduced in the second half of 1989 have been intensified further in 1990. In the field, the revised 1990 estimates remain below the level of 1989 actual expenditure, largely because of the further postponement of overdue replacement of vehicles and equipment. The reduction by some $1.5 million over the initial estimates also takes into account the closure of a number of field offices planned between now and the end of the year.

29. As for Headquarters, additional economy measures covering all objects of expenditure were introduced in April 1990. Reductions of up to 30 per cent

have been applied to travel, temporary assistance and overtime, individual consultants, external contractual arrangements, communications, reproduction of documents and publications, supplies and equipment. The projected savings from these measures as incorporated in the 1990 revised estimates reduce non-staff costs by $ 3.9 million. The transfer to Special Programmes of non-staff costs related to the 45 posts as referred to above account for a further $ 2.1 million.

B. OVERALL STAFFING LEVELS

30. In a decision taken at its fortieth session, the Executive Committee urged UNHCR to return, at the latest by 1 January 1991, to the overall staffing level of 1 January 1986, i.e. a total of 1,781 posts not including 293 posts for guards and cleaners which the Executive Committee had authorized as from 1988.

31. During the first half of 1990, efforts have been further intensified to adjust staffing levels in light of the current volume of activities and the very severe funding constraints. As at 1 April 1990 the actual number of posts was 2,045, of which 1,476 posts were in the field and 569 posts at Headquarters. With the review of staffing requirements in the Field having been concluded, a net total of 240 posts is scheduled for discontinuation between 1 April and 31 December 1990. These reductions concern ongoing programmes and do not take into account any staff resources that may be required between now and the end of the year for any changing or new refugee situations. As regards Headquarters, staffing levels are currently being reviewed within the framework of implementing the new Headquarters structure and taking account of current funding constraints. An overall reduction of Headquarters posts by some 15 per cent is being aimed at, i.e. some 85 to 90 posts of which 24 had been identified earlier.

32. As stated before, the savings likely to result from these staffing reductions have already been taken into account in the 1990-1991 budgetary estimates for PSA/PPE. A review of the current distribution of posts between the two categories of PSA and PPE now also appears necessary and will be undertaken later in the year though any changes in this regard will not affect the overall level of staff resources. If reductions in staff are implemented as summarized in Annex 6, the requirements of the Executive Committee will have been more than met, particularly in regard to the field. As regards the latter, the High Commissioner needs, however, to retain a considerable degree of flexibility to adjust staffing levels to the needs of still evolving or new refugee situations. The High Commissioner will provide the Executive Committee with a comprehensive update of the staffing situation at its forty-first session.

Annex 1

UNHCR GENERAL PROGRAMMES

Summary of 1989 expenditure, proposed revised 1990 and initial 1991 budget estimates

(in US dollars)

1989		1990			1991
EXPENDITURE	REGION	INITIAL BUDGET "NOTED" BY 40th EXCOM a/	TENTATIVE WORKING BUDGET b/	PROPOSED REVISED BUDGET	INITIAL BUDGET ESTIMATES
168,288,819	Africa	167,743,700	145,700,000 (5,500,000)*/	151,804,700 (11,000,000)*/	151,126,500 (15,000,000)*/
66,699,529	Asia & Oceania	62,116,800	54,800,000	54,605,900	48,041,000
17,803,652	Europe & North America	25,871,800 c/	23,400,000	21,701,700	20,115,700
32,631,508	Latin America	33,686,500	28,800,000	25,742,700	20,758,400
58,875,227	S.W.Asia/MEA/N.Africa	67,541,500	56,300,000	52,911,700	53,820,400
32,311,088	Overall Allocations d/	28,142,000	26,500,000	32,089,200 e/	29,035,900
376,609,823	TOTAL PROGRAMMED ACTIVITIES	385,102,300	335,500,000 (5,500,000)*/	338,855,900 (11,000,000)*/	322,897,900 (15,000,000)*/
	Programme Reserve	19,254,700	-	3,000,000 f/	12,313,500 g/
376,609,823	TOTAL ANNUAL PROGRAMME	404,357,000	330,000,000	330,855,900	320,211,400
9,975,582	EMERGENCY FUND	10,000,000	10,000,000	10,000,000	10,000,000
386,585,405 h/	TOTAL GENERAL PROGRAMMES	414,357,000	340,000,000	340,855,900	330,211,400

a/ Document A/AC.96/729 refers
b/ As set out in "Notes on the Review of the 1990 General Programmes (GP)" dated 16/01/1990 distributed to the Temporary Working Group of the Executive Committee
c/ Increase due mainly to transfer of staff costs from UN Regular Budget to UNHCR voluntary funds (General Programmes) effective 1 January 1990
d/ Includes support cost of Headquarters
e/ Increase mainly due to change in accounting of Project Personnel Expenditure (PPE) - see Part II - Support Cost
f/ of which US$1.5 million reserved for staff cost increases as approved by the General Assembly effective 01/07/1990, but yet to be identified by location
g/ of which US$3.0 million reserved for staff cost increases as approved by the General Assembly effective 01/07/1990, but yet to be identified by location; the balance represents 3% of total programmed activities as a Programme Reserve
h/ of which US$ 38,030,000 carried over to 1990, as authorized by the Executive Committee at its 40th Session
*/ Reduction represents estimated inland transportation, storage and handling (ITSH) to be met by World Food Programme (WFP)

Annex 2

1990 - 1991 GENERAL PROGRAMMES (GP)

Analysis by budget sectors - in millions of US dollars

BUDGET SECTORS	1990						1991	
	INITIAL BUDGET "NOTED" BY 40TH EXCOM		TENTATIVE WORKING BUDGET		PROPOSED REVISED BUDGET		INITIAL BUDGET ESTIMATES	
	$	%	$	%	$	%	$	%
A. FOOD	22.4	5.8%	16.8	5.1%	17.1	5.2%	17.7	5.7%
B. TRANSPORT/LOGISTICS	58.0	15.1%	55.1 */	16.7%	58.0 */	17.7%	55.4 */	18.0%
C. DOMESTIC NEEDS/HOUSEHOLD SUPPORT	36.7	9.5%	26.0	7.9%	28.7	8.8%	25.4	8.2%
D. WATER (NON AGRICULTURAL)	21.6	5.6%	16.7	5.1%	15.8	4.8%	14.6	4.7%
E. SANITATION	7.7	2.0%	5.3	1.6%	5.1	1.6%	5.0	1.6%
F. HEALTH/NUTRITION	33.2	8.6%	31.3	9.4%	28.1	8.6%	28.7	9.3%
G. SHELTER/OTHER INFRASTRUCTURE	13.1	3.4%	8.5	2.6%	8.5	2.6%	7.5	2.4%
H. COMMUNITY SERVICES	8.2	2.1%	7.0	2.1%	5.8	1.8%	5.8	1.9%
I. EDUCATION	27.4	7.1%	23.4	7.1%	21.0	6.4%	20.1	6.5%
J. CROP PRODUCTION	8.4	2.2%	5.1	1.5%	3.9	1.2%	4.5	1.5%
K. LIVESTOCK/ANIMAL HUSBANDRY	2.1	0.6%	1.3	0.4%	1.2	0.4%	1.1	0.4%
L. FISHERIES	**	0.1%	**	0.1%	0.1	0.0%	**	0.0%
M. FORESTRY	1.4	0.4%	1.2	0.3%	1.3	0.4%	1.4	0.5%
N. INCOME-GENERATION	14.3	3.7%	10.1	3.0%	9.8	3.0%	7.3	2.4%
O. LEGAL ASSISTANCE/PROTECTION	5.8	1.5%	4.9	1.5%	5.6	1.7%	5.4	1.8%
P. AGENCY OPERATIONAL SUPPORT	26.8	6.9%	25.3	7.7%	24.6	7.5%	22.6	7.3%
Q. PROJECT PERSONNEL	36.7	9.5%	33.1	10.0%	35.0	10.7%	29.9	9.7%
R. PROGRAMME SUPPORT & ADMINISTRATION	61.3	15.9%	58.9	17.9%	58.3	17.8%	55.5	18.0%
I. Total Programmed Activities	385.1	100.0%	330.0	100.0%	327.9	100.0%	307.9	100.0%
II. Programme Reserve	19.3		0.0		3.0		12.3	
III. Emergency Fund	10.0		10.0		10.0		10.0	
GENERAL PROGRAMMES - TOTAL	414.4		340.0		340.9		330.2	

*/ After reduction of ITSH expected to be met by WFP

**/ Less than US$50,000

ANNEX 3

UNHCR PROGRAMME/FUNDING PROJECTIONS FOR 1990

(in millions of US dollars)

FUNDING SOURCE/PROGRAMMES	ADJUSTED 1990 PROGRAMME NEEDS AS ESTIMATED AT 15.5.90 (1)	UNOBLIGATED FUNDS BROUGHT FORWARD FROM 1989 (2)	1990 FUNDING REQUIREMENTS (1-2) (3)	FORECAST OF 1990 INCOME: INCOME RECEIVED AS AT 15.5.90 (4)	DISTRIBUTION OF PROJECTED FURTHER INCOME a/ (5)	TOTAL PROJECTED 1990 INCOME (4+5) (6)	REMAINING NEEDS/ PROJECTED SHORTFALL (3 - 6) (7)
I. HUMANITARIAN FUNDS							
[A] GENERAL PROGRAMMES							
(i) Annual Programme	327.9	0.0	327.9	176.6	144.2	320.8	7.1
(ii) Emergency Fund	10.0	0.0	10.0	5.0	5.0	10.0	0.0
(iii) Programme Reserve	3.0	0.0	3.0	0.0	1.5	1.5	1.5
(iv) 1989 Deficit	38.0	0.0	38.0	38.0	0.0	38.0	0.0
Sub-total [A]	378.9	0.0	378.9	219.6 b/	150.7	370.3	8.6
[B] SPECIAL PROGRAMMES							
(i) Repat/returnee programmes							
Africa: Angola	1.3	0.0	1.3	0.0	1.3	1.3	0.0
Ethiopia	12.0	0.1	11.9	0.7	9.2	9.9	2.0
Mozambique	6.6	0.8	5.8	0.0	5.2	5.2	0.6
Namibia	4.3	0.2	4.1	1.4	2.7	4.1	0.0
Somalia	20.0	0.0	20.0	0.0	19.5	19.5	0.5
Zaire	0.4	0.0	0.4	0.0	0.4	0.4	0.0
Asia: Cambodia	0.8 c/	0.3	0.5	0.0	0.5	0.5	0.0
Sri Lanka	1.5	1.4	0.1	0.1	0.0	0.1	0.0
L. America: Various d/	6.6	3.4	3.2	0.0	3.2	3.2	0.0
Sub-total (i)	53.5	6.2	47.3	2.2	42.0	44.2	3.1
(ii) Comprehensive Plan of Action - Indochinese Refs:	73.5 e/	3.7	69.8	18.7	25.1	43.8	26.0
(iii) Education Account	3.7	2.9	0.8	0.0	0.8	0.8	0.0
(iv) Others							
Anti-Piracy Arrangement	2.4	0.0	2.4	1.0	1.4	2.4	0.0
Anti-Piracy Related Actv's	1.2	0.1	1.1	0.3	0.8	1.1	0.0
Mexico (CIREFCA) f/	2.9	0.5	2.4	0.0	2.4	2.4	0.0
Hungary (Romanian refs)	2.1	0.7	1.4	0.7	0.7	1.4	0.0
Turkey (Iraqi nationals)	13.2	2.3	10.9	9.6	1.3	10.9	0.0
Cote d'Ivoire/Guinea (Liberian refugees)	7.7 g/	0.0	7.7	3.4	4.3	7.7	0.0
Pakistan h/	8.4	0.0	8.4	0.0	3.0	3.0	5.4
Ethiopia (warehouses)	3.0	3.0	0.0	0.0	0.0	0.0	0.0
Sub-total (iv)	40.9	6.6	34.3	15.0	13.9	28.9	5.4
Sub-total [B]	171.6	19.4	152.2	35.9	81.8	117.7	34.5
Total (I.)	550.5	19.4	531.1	255.5	232.5	488.0	43.1

ANNEX 3 (continued)

FUNDING SOURCE/PROGRAMMES	ADJUSTED 1990 PROGRAMME NEEDS AS ESTIMATED AT 15.5.90 (1)	UNOBLIGATED FUNDS BROUGHT FORWARD FROM 1989 (2)	1990 FUNDING REQUIREMENTS (1-2) (3)	FORECAST OF 1990 INCOME: INCOME RECEIVED AS AT 15.5.90 (4)	FORECAST OF 1990 INCOME: DISTRIBUTION OF PROJECTED FURTHER INCOME a/ (5)	FORECAST OF 1990 INCOME: TOTAL PROJECTED 1990 INCOME (4+5) (6)	REMAINING NEEDS/ PROJECTED SHORTFALL (3 - 6) (7)
II. SPECIAL TRUST FUNDS i/							
Extra-budgetary Food	50.0	1.1	48.9	1.8	47.1	48.9	0.0
Cyprus Operation	10.0	0.0	10.0	0.0	10.0	10.0	0.0
JPOs	3.9	3.1	0.8	0.8	0.0	0.8	0.0
Miscellaneous j/	2.7	0.4	2.3	2.3	0.0	2.3	0.0
Total (II.)	66.6	4.6	62.0	4.9	57.1	62.0	0.0
Sub-Total (I+II)	617.1	24.0	593.1	260.4	289.6	550.0	43.1
III. DEVELOPMENTAL FUNDING							
Iran (IFAD)	6.0	0.0	6.0	0.0	0.0	0.0	6.0
Pakistan (World Bank III) k/	0.1	0.0	0.1	0.0	0.0	0.0	0.1
Sudan (World Bank)	3.7	0.0	3.7	0.0	0.0	0.0	3.7
Total (III.)	9.8	0.0	9.8	0.0	0.0	0.0	9.8
IV. FUNDING APPEALS BY UN SECRETARY GENERAL							
Afghanistan	13.8 l/	12.9	0.9	0.9	0.0	0.9	0.0
Namibia	7.8	0.0	7.8	0.0	0.0	0.0	7.8
Nicaragua (CIAV)	23.7 m/	0.0	23.7	2.0	0.0	2.0	21.7
Total (IV.)	45.3	12.9	32.4	2.9	0.0	2.9	29.5
GRAND TOTAL	672.2	36.9	635.3	263.3	289.6	552.9	82.4

a/ allocation of funds as proposed by UNHCR within limits of projected total income in 1990 of US$550.0 million
b/ including conditional pledges
c/ does not include any requirements in the event of organised repatriation to Cambodia
d/ includes Chile, El Salvador, Guatemala, Haiti, Nicaragua, Suriname
e/ includes the cost of new regional transit centre (US$4.9 million) in the Philippines and emergency shelter in Indonesia (Galang)
f/ includes US$0.4 million for CIREFCA Support Unit; other CIREFCA projects have yet to be selected for presentation to donors
g/ not including US$0.9 million expected in ITSH reimbursement from WFP
h/ covering kerosene and replacement oil tankers
i/ not subject of specific appeals for funding
j/ includes refugee affected area project in Sudan for US$1.2 million
k/ subject to approval of Phase III, substantive funds will be needed only in 1991
l/ represents current allocation of resources, within the UN Plan of Action for Afghanistan for UNHCR programmed activities in 1990 totalling US$40.6 million
m/ represents currently estimated needs for repatriation of refugee caseload from Costa Rica and Honduras within the overall appeal of US$48.0 million made by the UN Secretary General

UNHCR GENERAL PROGRAMMES - 1990: STATUS OF FUNDING/OBLIGATIONS AS AT 15 MAY 1990
(all figures in millions of US dollars)

1990 GENERAL PROGRAMMES	ADJUSTED BUDGET	INCOME			CURRENT OBLIGATIONS
		EARMARKED	UNEARMARKED	TOTAL	
(1)	(2)	(3)	(4)	(5)	(6)
(i) Annual Programme					
Africa	140.8	50.7	0.0	50.7	50.7
Asia & Oceania	54.6	21.1	0.0	21.1	21.1
Europe & N. America	21.7	0.0	9.5	9.5	9.5
L. America & Caribbean	25.8	8.4	3.8	12.2	12.2
SWA/M. East/N. Africa	52.9	18.8	0.1	18.9	18.9
Overall	32.1	0.0	11.0	11.0	11.0
Programme Reserve	3.0	-	-	-	-
(ii) Emergency Fund	10.0	0.0	4.0	4.0	4.0
Sub-total (i) & (ii)	340.9	99.0	28.4	127.4	127.4
(iii) 1989 Deficit	38.0	-	38.0	38.0	38.0
Sub-total (i) to (iii)	378.9	99.0	66.4	165.4	165.4
(iv) Unobligated income	N/A	4.3	49.9	54.2	N/A
TOTAL	378.9	103.3	116.3	219.6 *	165.4
Current shortfall **/			159.3		-

*/ includes $7.5 million in secondary income as well as conditional pledges
**/ of which additional $ 7.5 million anticipated in secondary income

ANNEX 5

SUMMARY OF TOTAL SUPPORT COSTS - PSA/PPE (ALL SOURCES OF FUNDS)

(IN THOUSANDS OF US DOLLARS)

	REGULAR BUDGET	GENERAL PROGRAMMES				SPECIAL PROGRAMMES				TOTAL		
	PSA	PSA	PPE	TOTAL		PSA	PPE	TOTAL		PSA	PPE	TOTAL
1989 ACTUAL EXPENDITURE	17,068.0	52,510.0	38,556.0	91,066.0		7,958.0	18,184.0	26,142.0		77,536.0	56,740.0	134,276.0
1990 INITIAL PROJECTIONS	18,332.0	61,279.0	36,716.0	97,995.0		6,072.0	2,700.0	8,772.0	*	85,683.0	39,416.0	125,099.0
1990 REVISED ESTIMATES	16,668.0	58,264.0	35,020.0	93,284.0	**	5,567.0	23,915.0	29,482.0		80,499.0	58,935.0	139,434.0
1991 INITIAL PROJECTIONS	17,296.0	55,523.0	29,924.0	85,447.0	**	1,572.0	11,343.0	12,915.0	*	74,391.0	41,267.0	115,658.0

* due to the very nature of Special Programmes, initital projections of the anticipated expenditure are always incomplete and do not lend themselves for true comparison. They are included in this presentation for record's sake only.

* * excluding $1.5 million in 1990 and $3.0 million in 1991 which have been included in the Programme Reserve to meet staff cost increases as approved by by the General Assembly effective 1/7/1990, but have yet to be identified by location.

ANNEX 6

ANALYSIS OF STAFFING SITUATION

(Posts in Professional and General Service category - all sources of funds)

	REGULAR BUDGET			GENERAL PROGRAMMES			SPECIAL PROGRAMMES			TOTAL		
	HQ	FIELD	TOTAL	HQ	FIELD	TOTAL	HQ	FIELD	TOTAL	HQ	FIELD	TOTAL
1.1.1986 (rev.)												
PSA	126	164	290	250	471	721	26	39	65	402	674	1076
PPE	0	0	0	70	524	594	9	102	111	79	626	705
TOTAL as at 1.1.1986	126	164	290	320	995	1315	35	141	176	481	1300	1781
1.4.1990 (actual)	244	0	244	296	1289	1585	29	187	216	569	1476	2045
Transfer of posts at HQ from GP to SP	0	0	0	-45	0	-45	45	0	45	0	0	0
Posts scheduled for discontinuation between 1.4.90 and 31.12.90 (net effect)												
Already identified:	0	0	0	-16	-183	-199	-8	-57	-65	-24	-240	-264
Projected HQ discontinuation	0	0	0	-65	0	-65	0	0	0	-65	0	-65
Total:	0	0	0	-126	-183	-309	37	-57	-20	-89	-240	-329
1.1.91 (anticipated)	244	0	244	170	1106	1276	66	130	196	480	1236	1716

Note: Above table does not include 293 posts for guards and cleaners. Nor does it include Junior Professional Officers and UNV's.

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GENERAL ASSEMBLY

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Note on
The Impact of the Financial Crisis on UNHCR Activities

(Submitted by the High Commissioner)

1. INTRODUCTION

1. This paper has been prepared in response to the request from the Temporary Working Group of the Executive Committee for information on the impact of repeated major downward programme revisions in terms of their effects on refugees, countries of asylum, long and short-term losses, programme implementation and implementing partners.

2. Over the last decade, the responsibilities entrusted to UNHCR by the international community have been increasing more rapidly than the resources made available to meet them. New refugee problems towards the end of the last decade, including a large-scale and continuing influx of Mozambican refugees into Malawi, major and sudden influxes of Somali and Sudanese refugees into Ethiopia, and a marked increase in arrivals by sea in south-east Asia, precipitated an unprecedented financial crisis. While for almost four decades UNHCR had the resources to meet the needs of refugees, at the end of 1989 the Office needed, for the first time, authority to carry over a major year-end deficit of $ 38 million under General Programmes. This deficit was incurred despite the significant reductions already made in UNHCR's 1989 activities. Details of the current financial situation are given in document A/AC.96/743 presented to this Extraordinary Session of the Executive Committee.

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3. As a result of these developments, standards in refugee welfare have declined, even in such fundamental areas as nutrition. Opportunities that will not recur have also been missed, both for individuals, for example through the loss of education, and at the community level, where the achievement of solutions as a result of recent positive political developments has been inhibited by insufficient resources. UNHCR's ability to protect refugees has been adversely affected. An extra burden has fallen on host countries, which is rendered all the heavier by their own economic difficulties. Moreover, in addition to its impact on existing programmes, the financial crisis has virtually eliminated the contingency reserves that UNHCR could maintain in the past in order to be able to respond effectively to new emergencies and unforeseeable needs.

4. Because of the diversity of the circumstances in which UNHCR operates, the impact of repeated major downward programme revisions has varied between programmes and revisions. It may be noted that UNHCR's programme management system is designed to report on activities undertaken rather than gather information on the consequences of UNHCR's inability to meet assessed needs. This paper seeks to provide an indication of general trends and of the more common consequences of the cuts, and to illustrate them with examples. Furthermore, quantifying these effects in isolation of the many other variables affecting refugee welfare is, however, not always possible. The section on programme implementation also summarizes the problems encountered in trying to mitigate the impact, which has been more severe in practice than in theory.

II. DIRECT IMPACT ON REFUGEES

5. The needs assessed by UNHCR generally cover immediate emergency assistance, then care and maintenance assistance while durable solutions are being identified and implemented. Stringent priority setting necessary as a result of lack of funds has meant reductions in resources available to cover some of the most vital sectors of UNHCR's programmes, including the protection of refugees and the provision of immediate material assistance. The impact of these reductions can be tragic where the level of resources and the urgency of the situation leave little room for flexible response to refugee needs. More generally, the consequences have been greater hardship for refugees and dislocation and disruption of the minimal services and facilities available to their communities.

A. Protection

6. The current financial constraints facing UNHCR are having serious effects on the capacity of the Office to carry out its primary function of assuring international protection for refugees. A prime example of the consequences of insufficient resources is the decrease in staff available to advise and assist States in refugee status determination procedures. In south-east Asia, for instance, where the Office is entrusted within the framework of the Comprehensive Plan of Action with the monitoring of status determination, UNHCR has been unable to deploy sufficient staff for this purpose and, as a result, has been compelled to request some countries to slow down the pace of the process. The limits on UNHCR's staff resources have also had serious implications where it has been necessary to reduce or eliminate completely UNHCR's presence, for example at border locations, despite continuing protection problems.

7. Other specific protection functions have also been directly affected because of staffing limitations and lack of resources. In Thailand, future UNHCR staffing in support of the anti-piracy programme is at risk, and, with it, the successful efforts to promote the prosecution and conviction of the perpetrators of piracy attacks. In addition, the exhaustion of funds for Rescue at Sea programmes has rendered UNHCR unable to compensate shipowners who undertake rescue operations or to arrange for transfers at sea in cases where immediate disembarkation is not possible.

8. Another tangible effect of the financial cuts has been on protection training and promotional activities which constitute a specific statutory responsibility of the Office. Efforts to encourage further accessions to international instruments have been hampered. A number of protection training seminars, requested by governments and agencies, could not be carried out or funded by UNHCR in 1990.

9. At a broader level, the reduction in assistance activities as a result of funding cuts has no less directly affected UNHCR's protection capability. In many circumstances, UNHCR's leverage for improving the conditions of groups of refugees has been effectively reduced. In certain instances, there is an increasing tendency for government officials to link restrictions on refugee rights to UNHCR's growing inability to provide the funds required to maintain refugees adequately. Some countries have stated that the continued granting of asylum is dependent on adequate resources being made available by UNHCR for those admitted to their territory. Access to refugee populations, without which there can be no effective protection, is often either directly obtained or greatly facilitated through ongoing assistance programmes. Similarly, UNHCR's ability to ensure voluntary repatriation is to a large extent dependent on its ability to provide adequate assistance to returnees and to monitor their situation upon initial return.

B. Emergency Response

10. The decrease in UNHCR's emergency preparedness and emergency response capacity is one of the most evident consequences of the severe financial constraints facing the Office. Adequate buffer stocks cannot be maintained, even in countries where new or continuing refugee flows are probable. A case in point is Malawi, where the arrival in 1989 of some 15,000 persons per month was a major cause of concern. A similar situation in Ethiopia has placed Somali refugees, who are at the end of long and difficult supply lines, in an increasingly vulnerable situation despite improvements achieved in health and nutritional status. In the Sudan, funding constraints have delayed the purchase and pre-positioning of priority relief supplies, as foreseen in the contingency plan and as successfully carried out in 1987-1988. Similarly impaired is UNHCR's ability to react rapidly in new, unforeseen emergencies. In West Africa, the refugee emergency concerning Liberians provides a striking example of this. Delays occurred in procuring and delivering assistance goods and developing services, resulting in severe hardship for the refugees.

C. Immediate Assistance

11. The financial crisis facing UNHCR necessitated a rigorous world-wide review of programmes and enforced stringent priority-setting in respect of the types of assistance to be provided. In this process, basic life-sustaining activities, such as the provision of food, water and health services, as well as sanitation and logistics, have obviously had to be privileged at the relative expense of other sectors.

12. The effects of budget constraints in sectors that may not be more immediately life-saving or life-sustaining, such as education, agriculture and income-generation, have been detrimental to the overall welfare of refugees. They also entail the risk of increasing long-term care and maintenance costs while exacerbating refugee dependency, which can eventually greatly complicate the implementation of durable solutions. In almost all programmes, provision of basic necessities, including clothing, blankets, fuels and other household supplies has been cut back, though the severity of the impact of such cuts, in absolute terms, varies widely with environmental and other considerations. A striking example of cuts even in the most basic of household supplies is the cancellation of plans in 1989 to distribute blankets to the earlier arrivals in Malawi to replace those which have become worn out. The supply of kerosene to refugees in Pakistan also had to be severely limited, resulting in the further depletion of local forestry.

13. The education sector has been reduced by some 23 per cent from the initial budgetary projections as a result of the priority ascribed to other life-sustaining sectors, a reduction which is viewed with great concern. In the pursuit of durable solutions, education should be regarded as having a vital, longer-term importance. Whatever the durable solution, refugees of all ages need to be prepared for lives which will be radically different from those which they have led under camp conditions. Reductions in this sector can, regrettably, only lead to delays in preparing refugees for a brighter future.

14. Constraints on the support available for education programmes has meant that, in a number of countries, refugee children are denied access to education. In eastern Ethiopia, for example, only about five per cent of children of primary school age attend school and budgetary limitations have prevented the extension of educational facilities. In western Sudan, where less than one per cent of primary school age children are in school, the education sector has suffered as a result of high costs in other priority sectors, such as logistics. School construction programmes have also been curtailed in Malawi. Meanwhile, additional enrolment in secondary education has had to be frozen across the board in all programmes.

15. In spite of the priority accorded to maintaining life-sustaining activities, even these sectors have inevitably suffered as a result of budget constraints. The impact of these limitations is examined by sector in greater detail below. In general terms, financial constraints have meant, in many countries, that UNHCR has been unable to purchase complementary and supplementary foods at levels provided in the past and which are often necessary both to ensure the provision of important nutrients to the refugee

TABLE 1 (continued)

CONTRIBUTIONS TO UNHCR ASSISTANCE ACTIVITIES 1990

(IN US DOLLARS)

(SITUATION AS 17/05/90)

DONOR	GENERAL PROGRAMMES	SPECIAL PROGRAMMES	EXTRA BUDGETARY FOOD	OTHER TRUST FUNDS	GRAND TOTAL
Jamaica	2,000	---	---	---	2,000
Japan	8,338,477	3,409,585	---	660,138	12,408,200
Kuwait	50,000	---	---	---	50,000
Lao People's Dem Rep	6,000	---	---	---	6,000
Lesotho	2,000	---	---	---	2,000
Liechtenstein	26,846	20,134	---	13,422	60,402
Luxembourg	20,000	---	---	---	20,000
Malaysia	20,000	10,000	---	---	30,000
Mauritius	1,579	---	---	---	1,579
Mexico	100,000	---	---	---	100,000
Monaco	4,882	---	---	---	4,882
Netherlands	6,842,105	870,572	---	---	7,712,677
Norway	15,520,362	2,034,850	303,030	---	17,858,242
Pakistan	4,225	---	---	---	4,225
Philippines	2,000	---	---	---	2,000
Portugal	150,000	---	---	---	150,000
Republic of Korea	20,000	---	---	---	20,000
Rwanda	11,000	---	---	---	11,000
Spain	923,851	---	---	365,312	1,289,163
Sudan	4,545	---	---	---	4,545
Sweden	23,355,197	146,230	---	---	23,501,427
Switzerland	5,555,556	51,522	605,500	---	6,212,578
Thailand	15,000	---	---	---	15,000
Turkey	25,000	---	---	---	25,000
United Kingdom	11,682,421	4,920,926	---	5,067,568	21,670,915
United States of America	64,803,327	12,030,734	---	975,000	77,809,061
Viet Nam	1,500	---	---	---	1,500

population at large and to cater to the particular needs of vulnerable groups. The amount of food actually available in camps has, in many cases, fallen short of accepted nutritional requirements due to supply difficulties encountered by other agencies, notably the World Food Programme (WFP). Although the full effect of such deficiencies will only be felt over time, some health problems have already begun to emerge. High malnutrition rates in countries such as Sudan and Malawi are attributable in part to interruptions in the supply of food. It is increasingly clear that, unless additional resources are made available, the budget reductions in the food, health, water supply and transport sectors will have cumulative adverse consequences on refugee welfare and, in more extreme cases, even on their ability to survive.

(i) Food

16. As a result of diminished financial resources, it is no longer possible for UNHCR to cushion shortfalls in WFP assistance, which accounts for about two-thirds of basic food commodities. Therefore in many refugee programmes it is increasingly difficult to guarantee the basic components of the ration (cereals, pulses and oil). For the 1990 programme, major current deficits include, for example, 14,000 metric tons of oil for Pakistan, 10,000 metric tons of beans for Ethiopia, and for Malawi 16,000 metric tons of cereals, 12,000 metric tons of pulses, and 2,500 metric tons of sugar.

17. Such shortages have meant reductions in the food basket for many refugee populations. Refugees experienced disruption in supplies of basic food items, notably oil and pulses, in refugee camps in Ethiopia, Malawi, Somalia, Sudan, Zambia and Zimbabwe. At the same time, the provision of complementary and supplementary foods, including sugar, to meet the needs of certain categories, especially children, has been severely curtailed. In many programmes in south-east Asia, standard rations had to be lowered last year. In Hong Kong, UNHCR was unable to meet a substantial percentage of the care and maintenance costs, including of food, for asylum-seekers accommodated in government centres.

18. Problems in food supply have been accentuated by the financial situation with the consequent decline in nutritional standards becoming apparent, particularly amongst vulnerable groups. It is estimated by the UNHCR Technical Support Service that, globally, some 150,000 - 225,000 refugee children under five years of age are acutely malnourished. During 1989, in camps in some African countries as many as 20 to 30 per cent of refugee children were malnourished. The well-known correlation between malnutrition and infections is reflected in Malawi in the trend towards increased outbreaks of diseases such as meningitis, cholera and measles. Reports from Malawi in January 1990 also indicated that there was an increase in the number of admissions to therapeutic feeding in the majority of camps. The serious effects of vitamin and mineral deficiency diseases on the general health status of refugees, especially children, has also been noted in a number of countries. Outbreaks of pellagra have been reported during 1989 in Malawi, Zimbabwe and Swaziland, and cases of scurvy in eastern Ethiopia and Somalia.

(ii) Water Supply

19. The provision of adequate water for refugee populations constitutes a major challenge in many UNHCR programmes. The difficulties inherent in such operations have been accentuated by diminished resources causing delays in developing water sources to complement and strengthen limited existing supplies, and have adversely affected delivery where local sources are not adequate.

20. In eastern Ethiopia, for example, funding constraints have contributed to the inability to provide sufficient water to refugee camps. This, in turn, has contributed to a deterioration of sanitary standards and an increased risk of communicable diseases. Cases of hepatitis occurred as a result. Similarly, in Guinea, Honduras and Senegal, lack of funding has contributed to delays in developing ground water supply to complement the limited existing sources of the local host communities, which have deteriorated on account of over-use. Increased morbidity is a direct and predictable consequence of deficient water supply and poor sanitary conditions.

(iii) Health and Sanitation

21. As described above, nutritional deficiencies and inadequate or unsafe water supply evidently increase health hazards and diseases among the refugee population, especially in emergencies. The situation is further compounded by lack of funds to provide an adequate medical response. In eastern Ethiopia, Malawi and Somalia, the control of epidemic outbreaks including cholera, diarrhoea, hepatitis, malaria and scurvy diverted limited resources from other health services. There have also been difficulties in dealing with cholera outbreaks in transit camps in Hong Kong resulting from overcrowding and poor sanitation and aggravated by malnutrition. In a number of other country programmes, the construction of medical facilities and the procurement of medical equipment has been either cancelled or postponed. Cases in point are the construction of clinics in Ethiopia and the procurement of vehicles for health programmes in Zaire.

(iv) Transport

22. A vital sector seriously affected by the lack of funds is transportation, as this impinges on virtually all aspects of the delivery of assistance to refugees, especially food and other immediate relief supplies. Cash shortages under UNHCR programmes world wide have obviously limited UNHCR's programme delivery capability, notably in many countries in Africa where refugees reside in areas of difficult access, at the end of fragile supply lines.

23. In Ethiopia, for example, the inability to provide adequate and timely funding for the transport operation has caused avoidable delays in providing assistance to refugees. In addition, the absence of funds to contribute to essential road maintenance work continues to have a damaging effect on vehicles. In Malawi and Zambia, limited resources have led to the suspension of UNHCR commitments to the repair of access roads that are necessary for the maintenance of transport capacity and for regular access to large numbers of refugees. In other parts of the continent, such as Guinea, the inherent vulnerability of communication lines to refugee groups is compounded by UNHCR's inability to upgrade existing but limited infrastructure.

TABLE I (continued)
CONTRIBUTIONS TO UNHCR ASSISTANCE ACTIVITIES 1990
(IN US DOLLARS)
(SITUATION AS 17/05/90)

DONOR	GENERAL PROGRAMMES	SPECIAL PROGRAMMES	EXTRA BUDGETARY FOOD	OTHER TRUST FUNDS	GRAND TOTAL
Niwano Peace Found. (JPN)	---	---	---	10,135	10,135
Nth American Ship A.(USA)	---	---	---	1,000	1,000
NorwegianRef.Council(NOR)	24,715	---	---	---	24,715
Radda Barnen (SWE)	---	---	---	220,000	220,000
Save the Children (SWA)	13,514	---	---	---	13,514
StichtingVluchteling(NET)	528,795	---	---	---	528,795
Churches Devt - KED (FRG)	---	---	---	42,353	42,353
UN Assoc (USA)	1,300	---	---	---	1,300
WUS (GBR)	---	---	---	4,839	4,839
Private Contributions	30,014			1,562	31,576
SUB-TOTAL	663,138	98,516	---	336,919	1,098,573
TOTALS	212,142,501	38,274,725	2,141,964	9,692,956	262,252,146

D. Impact on Longer-term Solutions

24. The enforced reduction of UNHCR resources and the emphasis on life-sustaining activities and measures are gradually leading to a diminution and, in some cases, the elimination of medium to longer-term measures for refugees. In practical terms, this means that some durable solutions for refugees, whether in the form of local integration or repatriation, are being scaled down, postponed, or cancelled. These developments represent a substantial loss in investment and missed opportunities.

25. A major consequence of cutting back on local settlement programmes is to prolong care and maintenance for certain groups, such as for the Guatemalan refugee population in Mexico. In addition, in Mexico, the adverse effects of budget reductions are heightened by the disappointment of all the parties involved - government, the local population, refugees and UNHCR - given the substantial investment which has gone into preparing the necessary conditions for the implementation of programmes. In other programmes, the delays in meeting UNHCR commitments regarding multi-year local integration projects is a source of frustration and is impacting directly not only on refugee self-sufficiency but also on that of the poorest host communities which have shared their scarce resources with the refugees.

26. The lack of funding has contributed to the problems which UNHCR and other development agencies are experiencing in their attempts to consolidate durable solutions by linking refugee assistance to the development plans and programmes of host countries. In the Islamic Republic of Iran, a joint programme with the International Fund for Agricultural Development (IFAD) for which preparatory studies were completed in 1988, still awaits funding. In the Sudan, the implementation of an agricultural development project of the World Bank aimed at benefiting several thousand Ethiopian refugees as well as nationals is at risk because funds for the refugees' agreed share are still not secured. The difficulty of obtaining resources for similar joint schemes being developed, for instance in Mexico and Ethiopia with IFAD, presents a growing challenge to UNHCR's efforts to promote self-sufficiency and durable integration opportunities for refugees for whom early repatriation appears to be unlikely.

27. Despite the large and even increasing presence of refugees in many parts of the world, recent positive developments have opened up possibilities for durable solutions in almost all regions. In areas as far apart as south west Asia, southern Africa, the Horn, and Central America, a marked and ongoing reduction in international and regional tensions has provided renewed hope that the most desirable of durable solutions, voluntary repatriation, might soon be within reach for large numbers of refugees. In some instances, the process of voluntary repatriation of long-standing refugee populations has already begun, while in others the necessary preparatory mechanisms or processes have been put in place. Paradoxically, however, the promotion and implementation of repatriation have also been adversely affected by the current financial constraints of the Office notwithstanding the efforts to give priority to this option.

28. A less direct but probably more disturbing aspect of the impact of the funding crisis concerns a weakening of UNHCR's ability to promote repatriation through assisting governments to establish minimum conditions for populations returning to shattered communities after long periods of absence. The recent

poor responses to appeals for resources to provide durable solutions for Ethiopian refugees in Somalia, who have required international assistance for a decade, and for spontaneous returnees in Mozambique are good illustrations of the difficulties confronting the Office in this regard. In these circumstances, delays in repatriation have meant that against the declared wish of the refugees themselves, care and maintenance assistance is continuing at great expense to the international community and also at the cost of growing resentment of refugee-weary host countries.

III. PROGRAMME IMPLEMENTATION AND IMPLEMENTING PARTNERS

29. It is in the nature of the problems faced by refugees that their needs are often unpredictable and usually urgent. They cannot be postponed to some future programme cycle if resources are not immediately available, and they can change even when numbers are stable. Thus, accurate prediction of resource requirements is inherently difficult and planned programmes often need rapid adjustment in the course of implementation. In the past, these constraints could be overcome by the combination of a programme reserve and the readiness of the international community to provide additional funds in response to new and unforeseen needs. For example, UNHCR expenditure in 1980 recorded a 70 per cent increase over 1979 due to new needs. The loss of this flexibility has a major and obvious impact on programme management and implementation.

30. Even when resources allow needs to be met in theory, the experience of refugee operations is that things rarely go as planned, and real needs often exceed the planning budget. More refugees arrive, rains come late and emergency water supply and extra food are needed; rains come early and floods disrupt transport links and heighten health hazards; civil strife spills over into refugee settlements. These and many other unforeseen events have compounded the impact on programme implementation of the repeated downward revisions.

31. The result has been that UNHCR has effectively had to manage two types of reductions: those that result from insufficient resources for already planned activities; and those imposed by the need to change plans - by making further reductions elsewhere - in the face of unforeseen emergency needs for which additional resources are no longer available. There is an increased danger that, in the absence of sufficient programme reserve to address the unforeseen events that are so common in refugee programmes, UNHCR may no longer be able to provide life-sustaining assistance to all new arrivals.

32. In making reductions, a key practical consideration is that it must be possible to realize immediately the resulting "saving". The extent of the shortfall has been such that it has not been possible to safeguard both the vital priority activities and those that would represent longer-term economies. As a consequence, many of the reductions made are likely to prove to have been false economies in all but the most immediate sense. For example, it has been necessary to postpone the planned replacement of aging vehicle fleets, an action that will, in the longer-term, at best increase maintenance costs and at worst lead to interruptions in food supply.

TABLE II (continued)

CONTRIBUTIONS TO UNHCR ASSISTANCE ACTIVITIES 1989

(IN US DOLLARS)

(SITUATION AS 16/05/89)

DONOR	GENERAL PROGRAMMES	SPECIAL PROGRAMMES	EXTRA BUDGETARY FOOD	OTHER TRUST FUNDS	GRAND TOTAL
Holy See	5,000	---	---	---	5,000
Hong Kong	31,313	128,370	---	---	159,683
Iceland	36,400	---	---	---	36,400
Indonesia	3,944	---	---	---	3,944
Iran	44,000	---	---	---	44,000
Ireland	135,755	---	---	---	135,755
Israel	20,000	---	---	---	20,000
Italy	7,692,308	1,000,000	---	---	8,692,308
Japan	11,587,302	18,052,255	---	264,550	29,904,107
Kenya	590	---	---	---	590
Lao People's Dem Rep	6,000	---	---	---	6,000
Libya	15,000	---	---	---	15,000
Liechtenstein	26,490	25,483	---	---	51,973
Luxembourg	47,393	250,000	---	---	297,393
Madagascar	331	---	---	---	331
Malaysia	20,000	---	---	---	20,000
Malta	2,000	1,000	---	---	3,000
Monaco	3,905	---	---	---	3,905
Morocco	10,000	50,000	---	---	60,000
Netherlands	6,500,000	895,026	---	35,770	7,430,796
New Zealand	153,864	47,879	---	---	201,743
Nigeria	50,000	100,000	---	---	150,000
Norway	8,993,902	5,481,995	---	387,565	14,863,462
Pakistan	4,847	---	---	---	4,847
The Philippines	2,000	---	---	---	2,000
Portugal	100,000	10,000	---	48,136	158,136
Republic of Korea	20,000	20,000	---	---	40,000
Rwanda	11,000	---	---	---	11,000
Singapore	---	5,000	---	---	5,000

33. Several other important factors have further complicated the process of managing successive reductions. Because UNHCR is dependent on voluntary contributions whose timing and earmarking are not known at the start of implementation, it has not been possible to make optimum use of the resources received. Repeated revisions have rendered both budget planning and control more difficult, thus impairing UNHCR's ability to manage programme implementation. Planning horizons have had to be shortened and increasing amounts of staff time devoted to the control of resources. As a result, considerably less time has been available for programme analysis and for monitoring the delivery of assistance. The effectiveness of assistance has suffered as a result.

34. Progress in delegating programming and financial authority to the field has been reversed as a result of the need for tighter central control in a context of scarce resources. Activities to improve efficiency and programme delivery, such as the training of programme staff in the new Financial and Management Information System (FMIS) and new programme management procedures, had to be postponed in 1989 as a result of a combination of financial constraints and other demands on staff time. Budgetary reductions have also affected UNHCR's field staffing levels, which has had a negative impact on the ability of the Office to determine and respond to the needs of refugees and monitor the effectiveness of the response made.

35. In the face of UNHCR budgetary cuts, some operational partners and implementing agencies have been able to seek alternative sources of financing. Recent examples of such initiatives are the role played by Oxfam in funding the development of water supply for Sudanese refugees moved for security reasons from northern to central Uganda, or that played by Médecins sans frontières (MSF) in funding refugee health care in Côte d'Ivoire, Ethiopia and Guinea. This is a positive development which may help to address refugee needs, at least in the short term. Unfortunately, however, many NGOs depend on similar sources of funding to UNHCR and, in overall terms, such shifts in funding may not represent a net increase.

36. The climate of financial uncertainty surrounding UNHCR has already complicated the relations of the Office with certain of its implementing partners and led to a loss of credibility by UNHCR. This has been reflected in requests for full financial guarantees before some NGOs enter into commitments to undertake projects in partnership with UNHCR. Instances of this kind have recently been reported in the Sudan and Zaire. At a more general level, the reduction in its ability to fund essential programmes weakens the co-ordinating role of UNHCR and introduces the risk that choice of implementing partners could be increasingly governed by their financial resources rather than by their experience and ability to execute projects of a particular kind. Some effective NGOs are unable to increase their contribution to offset reductions in that of UNHCR. Overall standards in the delivery of assistance could be adversely affected as a result.

IV. IMPACT ON HOST COUNTRIES

37. Many of the countries in which refugees have found asylum are among the least developed and refugees are often located in the most deprived areas of these countries, at the periphery of inadequate infrastructure and other facilities. In order to facilitate the delivery of assistance to refugee populations, UNHCR has, therefore, to invest in measures and activities that contribute to creating or upgrading the existing infrastructure to minimum operational levels. In addition, given the situation of many refugee-hosting countries and the difficult conditions in which the local communities live, there is increasing recognition that the assistance of the international community and UNHCR in the improvement of infrastructure and facilities, which also benefit at least some groups of the immediately affected local population, represents a modest compensation for the burden caused by the presence of large numbers of refugees. In respect of Malawi, for example, a recent (1989) World Bank-sponsored study of uncompensated public expenditures arising from the refugee presence has recommended an emergency assistance programme amounting to $ 25 million to offset the adverse impact on the country in 1990 and 1991.

38. In these circumstances, the current budget constraints and the focusing of UNHCR's assistance on life-sustaining sectors not only deprive the countries of asylum and host countries of the modest compensatory measures available to them but also result in additional pressures on their meagre resources through the presence of refugee populations. The negative impact in this area of the reduction of UNHCR resources will no doubt be accurately measured only over the longer-term, especially as host countries' and communities' resources diminish. Yet, already, the adverse effects on a number of refugee programmes are beginning to emerge.

39. Funding constraints have resulted in the reduction or elimination of programmes designed to strengthen infrastructure which benefits largely refugees but also the local population. For instance, in Malawi and eastern Ethiopia plans to improve access roads which carry the bulk of refugee supplies have been dropped, with increasingly harmful effects for local and refugee transportation services. In Guinea, delays in funding to construct badly needed water wells have led to the deterioration of existing water points including wells and streams in refugee-hosting areas. In Belize, Malawi, Mexico and the Sudan, programmes such as reafforestation intended to benefit refugees while providing limited restoration for environmental damage caused by their presence are being limited.

40. The impact of budgetary reductions on the overstretched social facilities of host communities, notably the health and education services, has an immediate and direct effect and therefore readily provokes local resentment and hostility towards refugees. At the same time, UNHCR's inability to meet commitments has invoked negative reactions from host governments. In Malawi, for example, in the face of the continuing influx and a perception of UNHCR's inability to respond adequately, the Government has expressed concern at having to bear an ever-increasing burden. Insistence on repatriation of the refugees is growing. Likewise, the Sudanese authorities have warned that they would be compelled to re-examine asylum for a new Ethiopian influx if current decreasing resource levels continue. Similar experiences of disaffection for

TABLE II (continued)

CONTRIBUTIONS TO UNHCR ASSISTANCE ACTIVITIES 1989

(IN US DOLLARS)

(SITUATION AS 16/05/89)

DONOR	GENERAL PROGRAMMES	SPECIAL PROGRAMMES	EXTRA BUDGETARY FOOD	OTHER TRUST FUNDS	GRAND TOTAL
	---	---	---	---	---
SUB-TOTAL	512,000	1,977,401	2,824,859	---	5,314,260
NON-GOVERNMENTAL ORGANISATIONS AND PRIVATE					
	---	---	---	---	---
Austcare (AUL)	---	---	---	110,777	110,777
Fed Elec WorkerUnion(JPN)	7,835	---	---	---	7,835
Ford Foundation (USA)	---	---	---	180,000	180,000
Kokkai Times (JPN)	24,194	---	---	---	24,194
NorwegianRef.Council(NOR)	---	---	---	20,000	20,000
OXFAM (GBR)	115,991	---	---	---	115,991
Radda Barnen (SWE)	---	---	---	166,500	166,500
StichtingVluchteling(NET)	861,298	---	---	21,725	883,023
Tree for Life (JPN)	43,981	---	---	---	43,981
PRIVATE CONTRIBUTIONS	23,795	---	---	6,996	30,791
SUB-TOTAL	1,077,094	---	---	505,998	1,583,092

refugees in the context of diminishing assistance have been reported from countries hosting refugees in Central American. Additionally, in Hong Kong where the Government has stepped in temporarily to bridge the gap resulting from UNHCR's inability to meet its assistance commitments, this issue has inflamed public opinion to the detriment of refugees.

V. CONCLUSION

41. The reduction of UNHCR financial resources is limiting UNHCR's response in a wide range of refugee situations and is causing increased hardship to groups of refugees and, in some instances, jeopardizing durable solutions. This situation is especially pronounced where local resources are scarce and where the host communities themselves are impoverished.

42. It is difficult to assess accurately the full impact of the current budgetary restrictions, as the effects are still unfolding in many programmes. However, on the basis of recent experience and trends, there are clear indications that in the longer-term the consequences will be increasingly serious, and that savings realized now will be radically exceeded by the future additional investment, including in the priority sectors, that will be needed to compensate for the major downward revisions. The efforts of UNHCR and of its implementing partners to rationalize and streamline its assistance activities benefiting refugees needs to be accompanied by a corresponding demonstration of confidence by the international community and support for the funding of these activities.

UNITED NATIONS

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Fund Raising: Recent Developments

(Submitted by the High Commissioner)

1 As predicted, the funding situation of UNHCR's programmes, overall, continues to be one of the major preoccupations of the Office. The closure of 1989 accounts for the General Programmes showed a deficit of $ 38 million which, in agreement with the Executive Committee, was carried over to 1990 to be absorbed by this year's resources. This obviously weighs heavily on the delivery of protection and assistance measures in 1990, both in the area of General and of Special Programmes.

Current trends

2 In a letter to Member States of the Executive Committee dated 14 March 1990, the High Commissioner gave an outline of programme activities anticipated for implementation in 1990, or for which it was likely that the Office would be called upon to intervene. In comparing total needs ($ 735 million */, of which fresh funding in 1990 would have to be $ 702.2 million) with total anticipated income for the year ($ 550 million according to UNHCR's projections), it was evident that a considerable gap would remain in the 1990 overall programme funding. In that presentation, UNHCR drew up a distribution of projected income over all programme areas, in order to plan programme delivery according to priorities set by the Office in the light of financial constraints. In doing so, while carefully monitoring programme implementation and conducting a continued review of programme targets, UNHCR would avoid building up a financial deficit, a situation that cannot be repeated.

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*/ not including activities deleted from the General Programmes when reducing the "noted" 1990 target of $ 414.4 million to a "working" target of $ 340 million.

3 The funding presentation of 14 March 1990 is updated in document A/AC.96/743 (Annex 3), taking account of the recent programme review and new pledges from donors. This overall plan designed by UNHCR in regard to expected funding can only be of value if it is endorsed by donors, that is to say that adequate income is channelled to programme areas as proposed by the Office. When contributions are not attributed by donors to UNHCR in an unearmarked fashion (i.e. to the General Programmes with no specific destination), it is of special importance that they be allocated in such a way that they follow the pattern of proposed distribution of resources resulting from the Office's global overview of programme developments.

Expected resources

4 On the basis of past experience, UNHCR projects an overall level of income in 1990 of $ 550 million, a marginal increase of 3 per cent from 1989. As will be seen from Annex 3 of document A/AC.96/743, it is expected that, of this amount, up to $ 378.9 million but no less than $ 370.3 million, could be attributed to General Programmes, to meet the proposed revised target.

5 The following figures show (in millions of US dollars) what resources were available yearly to UNHCR in the period 1986-1989 */, in contributions and other income, for all activities including General Programmes, Special Programmes and other activities financed by Trust Funds. It can be seen that total voluntary funds have gradually expanded with a growth of 10 per cent between 1986 and 1989, including contributions increasing in a similar percentage.

	All voluntary funds	of which contributions	other income
1986	449.9	424.0	25.9
1987	475.6	432.6	43.0
1988	529.1	486.3	42.8
1989	533.6	505.8	27.8

6 As far as General Programmes are concerned, the increase from 1986 to 1989 is of 24 per cent in total resources (26 per cent in contributions):

	General Programmes	of which contributions	other income
1986	277.6	256.5	21.1
1987	329.0	296.5	32.5
1988	359.6	326.9	32.7
1989	344.0	322.9	21.1

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*/ Source: UNHCR yearly accounts

7 It is important to note that contributions to the General Programmes are not all "unearmarked". The so-called "unearmarked" contributions are attributed by donors to the General Programmes with no specific destination. In such cases, UNHCR is given full flexibility to use those resources within the General Programmes wherever funding is most needed. But a large proportion of the income accounted for in the General Programmes is only made available by donors upon negotiation with UNHCR, and contributions are earmarked to specific activities within the General Programmes. This negotiation process is similar to that undertaken in soliciting support for Special Programmes, for which all contributions are "earmarked".

8 The following figures (in millions of US dollars)*/ show how contributions have been made to UNHCR in the period 1986-1989, either unearmarked or earmarked:

	1986	1987	1988	1989
Unearmarked				
General Programmes	59.9	72.7	82.4	87.3
Sub-total	59.9	72.7	82.4	87.3
Earmarked				
General Programmes	196.9	225.0	240.7	235.7
Special Programmes	158.1	135.7	155.5	184.6
Sub-total	355.0	360.7	396.2	420.3
Total				
General Programmes	256.8	297.7	323.1	323.0
Special Programmes	158.1	135.7	155.5	184.6
Grand total	414.9	433.4	478.6	507.6

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*/ Source: Fund Raising Recording Unit. Figures differ slightly from those shown under paragraph 5 since Fund Raising records (including outstanding pledges) are likely to fluctuate after closure of official accounts (i.e. for exchange rates reasons).

Present situation

9 The level of contributions to the General Programmes stands at $ 212.1 million as at 17 May 1990. This represents an increase of $ 38.9 million from the amount of $ 173.2 million in contributions reported to the Executive Committee at its informal session in January 1990. Annex 4 of document A/AC.96/743 gives, in a presentation similar to that used in the January and April 1990 informal meetings of the Committee, a current update of the funding position of the General Programmes, with total resources at $ 219.6 million (including $ 7.5 million in secondary income). With a revised target at $ 340.9 million, the current shortfall stands at $ 159.3 million. New contributions are required to proceed with the obligation plan for the third quarter.

10 As far as funding of Special Programmes is concerned, a serious preoccupation at a time of limited resources and increasing needs, an update of their status is provided in document A/AC.96/743 (Annex 3). The latter shows the current level of resources together with a distribution of overall projected income.

11 Annex I to the present document gives a breakdown of contributions, by donor, for all programmes including General Programmes. Annex II shows a similar listing of contributions as at 16 May 1989. It will be seen that the current level of contributions compares well with the situation at the same time last year, as is summarized hereafter (in millions of US dollars):

	General Programmes	Special Programmes	Extra-budg. Food	Other Trust Funds	Total
Mid-May 1989	174.1	55.8	11.5	13.9	255.3
Mid-May 1990	212.1	38.3	2.1	9.7	262.2

New sources of funding

12 In numerous fora in the past eighteen months, UNHCR has been called upon to investigate new sources of income, in particular in the private sector. A thorough survey of potential avenues has been conducted and the Office has made practical proposals to the Executive Committee in the Temporary Working Group. Traditional donors have been approached for financial support which is needed to launch a comprehensive and realistic campaign with a coherent, global strategy. Resources are not available within existing UNHCR budgets (nor indeed does UNHCR have an authority for obligation of funds for such purposes within its General Programmes) and Trust Fund contributions have been disappointingly low (a total of only $ 0.16 million). UNHCR continues to search for funds from private sources including foundations. At this juncture, the Office finds itself at a standstill, but is nevertheless pursuing its research, with meagre means, through pilot fund raising projects in selected countries.

ANNEX I

TABLE I

CONTRIBUTIONS TO UNHCR ASSISTANCE ACTIVITIES 1990

(IN US DOLLARS)

(SITUATION AS 17/05/90)

DONOR	GENERAL PROGRAMMES	SPECIAL PROGRAMMES	EXTRA BUDGETARY FOOD	OTHER TRUST FUNDS	GRAND TOTAL
GOVERNMENTS					
Antigua and Barbuda	---	500	---	---	500
Argentina	50,000	---	---	---	50,000
Australia	3,084,615	1,666,282	---	140,511	4,891,408
Austria	150,000	16,495	---	---	166,495
Belgium	704,225	9,341	---	---	713,566
Benin	2,000	---	---	---	2,000
Brunei Darussalam	10,000	---	---	---	10,000
Burundi	2,011	---	---	---	2,011
Canada	11,162,262	5,860,529	---	302,674	17,325,465
China	250,000	---	---	---	250,000
Colombia	18,710	---	---	---	18,710
Cyprus	5,871	---	---	---	5,871
Denmark	11,398,176	461,538	---	---	11,859,714
Djibouti	1,000	---	---	---	1,000
Ecuador	7,387	---	---	---	7,387
Egypt	---	10,124	---	---	10,124
Finland	14,848,989	2,429,356	---	---	17,278,345
France	3,690,686	3,682,265	---	272,361	7,645,312
Germany (Fed Republic of)	7,604,790	462,707	---	1,197,605	9,265,102
Greece	140,000	---	---	---	140,000
Holy See	10,000	---	---	---	10,000
Hong Kong	6,341	---	---	---	6,341
Iceland	38,710	---	---	---	38,710
India	11,905	---	---	---	11,905
Indonesia	4,000	---	---	---	4,000
Iran	44,000	---	---	---	44,000
Ireland	156,050	---	---	---	156,050
Israel	20,000	5,000	---	---	25,000
Italy	5,426,357	77,519	---	---	5,503,876

TABLE I (continued)

CONTRIBUTIONS TO UNHCR ASSISTANCE ACTIVITIES 1990

(IN US DOLLARS)

(SITUATION AS 17/05/90)

DONOR	GENERAL PROGRAMMES	SPECIAL PROGRAMMES	EXTRA BUDGETARY FOOD	OTHER TRUST FUNDS	GRAND TOTAL
SUB-TOTAL	196,335,958	38,176,209	908,530	8,994,591	244,415,288
INTER-GOVERNMENTAL ORGANISATIONS AND UN SYSTEM					
European Community (IGO)	15,143,405	---	1,233,434	361,446	16,738,285
SUB-TOTAL	15,143,405	---	1,233,434	361,446	16,738,285
NON-GOVERNMENTAL ORGANISATIONS AND PRIVATE					
Austcare (AUL)	---	---	---	---	---
Chevron Shipping Co.(USA)	64,800	22,511	---	---	87,311
Christ Children Fund(USA)	---	---	---	3,000	3,000
Finnish Ref Council (FIN)	---	---	---	40,000	40,000
Ford Foundation (USA)	---	24,876	---	---	24,876
Fuji Opt.Service Int(JPN)	---	35,000	---	---	35,000
Hong Kong Buddhists (HKG)	---	---	---	317	317
Hutchison Whampoa (HKG)	---	---	---	2,567	2,567
Intern Women's Club (HUN)	---	---	---	1,926	1,926
Maruzen Showa Unyu (JPN)	---	16,129	---	---	16,129
Nakashima Propeller (JPN)	---	---	---	3,546	3,546
Choki Shinyo Ginko (JPN)	---	---	---	2,128	2,128
	---	---	---	3,546	3,546

ANNEX II

TABLE II

CONTRIBUTIONS TO UNHCR ASSISTANCE ACTIVITIES 1989

(IN US DOLLARS)

(SITUATION AS 16/05/89)

DONOR	GENERAL PROGRAMMES	SPECIAL PROGRAMMES	EXTRA BUDGETARY FOOD	OTHER TRUST FUNDS	GRAND TOTAL
GOVERNMENTS					
Angola	---	20,000	---	---	20,000
Australia	4,224,138	1,573,842	---	220,451	6,018,431
Austria	150,000	---	---	---	150,000
Bangladesh	---	10,000	---	---	10,000
Barbados	---	1,000	---	---	1,000
Belgium	576,408	38,400	---	53,619	668,427
Botswana	---	5,000	---	---	5,000
Brazil	15,000	---	---	---	15,000
Burkina Faso	---	4,019	---	---	4,019
Burma	10,000	---	---	---	10,000
Burundi	2,273	---	---	---	2,273
Canada	---	1,819,861	---	1,167	1,821,028
Central African Republic	1,534	---	---	---	1,534
Chile	20,000	---	---	---	20,000
China	250,000	---	---	---	250,000
Colombia	18,478	---	---	---	18,478
Cyprus	6,073	---	---	---	6,073
Denmark	10,349,059	2,558,662	72,993	542,005	13,522,719
Djibouti	1,000	---	---	---	1,000
Ecuador	1,275	---	---	---	1,275
Finland	8,269,361	2,402,127	---	103,286	10,774,774
France	2,396,694	4,099,698	3,301,887	1,589,825	11,388,104
Germany (Fed Republic of)	11,594,018	2,834,348	4,818,122	1,294,915	20,541,403
Greece	135,000	340,000	---	---	475,000
Guatemala	2,500	---	---	---	2,500
Guinea	---	1,000	---	---	1,000

TABLE II (continued)

CONTRIBUTIONS TO UNHCR ASSISTANCE ACTIVITIES 1989

(IN US DOLLARS)

(SITUATION AS 16/05/89)

DONOR	GENERAL PROGRAMMES	SPECIAL PROGRAMMES	EXTRA BUDGETARY FOOD	OTHER TRUST FUNDS	GRAND TOTAL
Somalia	3,745	---	---	---	3,745
Spain	657,895	---	---	---	657,895
Sri Lanka	2,000	2,000	---	---	4,000
Sudan	2,273	---	---	---	2,273
Sweden	15,447,154	4,305,680	---	5,775,772	25,528,606
Switzerland	5,298,013	967,742	---	---	6,265,755
Thailand	15,936	1,000	---	---	16,936
Tunisia	4,922	---	---	---	4,922
Turkey	25,000	10,000	---	---	35,000
United Kingdom	8,007,518	1,616,228	480,000	---	10,103,746
United States of America	69,463,000	5,160,000	---	3,140,328	77,763,328
Viet Nam	1,000	---	---	---	1,000
Yemen Arab Republic	2,160	---	---	---	2,160
Zaire	2,000	---	---	---	2,000
Zambia	610	5,000	---	---	5,610
	---	---	---	---	---
SUB-TOTAL	172,479,381	53,842,615	8,673,002	13,457,389	248,452,387
INTER-GOVERNMENTAL ORGANISATIONS AND UN SYSTEM					
Africa Fund (IGO)	50,000	---	---	---	50,000
Agfund (IGO)	460,000	---	---	---	460,000
E.E.C. (IGO)	---	1,977,401	2,824,859	---	4,802,260
UNESCO (UNO)	2,000	---	---	---	2,000

TABLE II (continued)

CONTRIBUTIONS TO UNHCR ASSISTANCE ACTIVITIES 1989

(IN US DOLLARS)

(SITUATION AS 16/05/89)

DONOR	GENERAL PROGRAMMES	SPECIAL PROGRAMMES	EXTRA BUDGETARY FOOD	OTHER TRUST FUNDS	GRAND TOTAL
TOTALS	174,068,475	55,820,016	11,497,861	13,963,387	255,349,739

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EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Extraordinary Session
(28 - 30 May 1990)

AGENDA

1. Opening of the session

2. Adoption of the agenda and other organizational matters

3. Statement by the High Commissioner

4. Consideration of the Report of the Executive Committee Temporary Working Group

5. (a) Review of requirements for General Programmes in 1990 and Projections for 1991

   (b) Review of projected overall programme activities in 1990 and the status of funding

6. Review of major developments concerning refugees in 1990

7. Any other business

8. Closing of the session

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